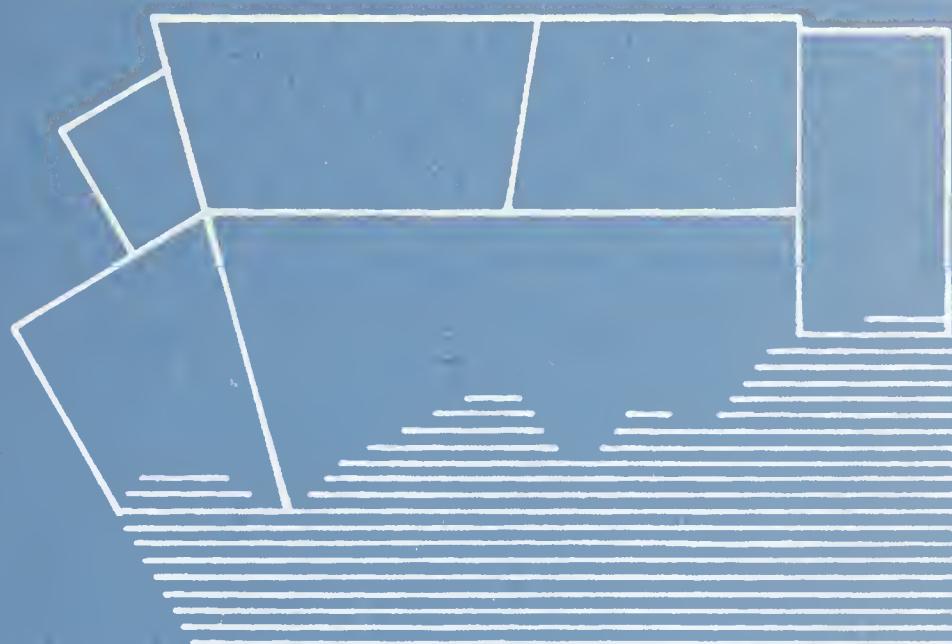


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URBAN RENEWAL STUDY

INTERIM REPORT

*A study to develop a recommended over-all renewal program
for Metropolitan Toronto being undertaken by the Metropolitan
Toronto Planning Board assisted by a grant administered by the
Central Mortgage and Housing Corporation under the provisions
of Section 33(1)(h) of the National Housing Act of 1954.*

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URBAN RENEWAL STUDY

METROPOLITAN TORONTO PLANNING BOARD

February 1965

INTERIM REPORT

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I. PREFACE

This is an Interim Report covering the activities of the Urban Renewal Study from its inception, December 1, 1963 through January 31, 1965. It should be understood that this document is primarily a progress report, prepared in accordance with the terms of Section 7 (a) of the agreement dated October 15, 1963, between the Municipality of Metropolitan Toronto and Central Mortgage and Housing Corporation.

The report of progress is supplemented by the inclusion of certain materials developed to provide a framework for the study, i.e., Objectives and a Glossary of Terms. Also included is a presentation of preliminary findings in certain areas of study which have progressed to the point where preliminary results are available. Considerable additional work is in progress, but is not presented here because of the need for further refinement and review.

Because of the preliminary nature of the study material, no conclusions or program recommendations are presented at this time.

In view of the interim nature of the present report, all statistical material and maps must be considered as preliminary and subject to modification.

A. History

In 1956, the City of Toronto, working with a Joint Advisory Committee composed of representatives of Central Mortgage and Housing Corporation, the Province of Ontario and the City of Toronto Planning Board, completed an Urban Renewal study for the City of Toronto.

This pioneering effort made a significant contribution in Ontario to the development of methods of study and analysis, and in suggesting procedures and methods for a city-wide program of renewal. The Study recognized, however, that because of the lack of policies and decisions on many areas and projects, resulting from the need for a long-term plan of city development and decisions on such major elements as expressways and rapid transit routes, the proposals presented were only tentative and illustrative pending further studies and firm decisions in many functional and geographical areas.¹

¹ "Urban Renewal, A study of the City of Toronto, 1956". Toronto: Advisory Committee on the Urban Renewal Study; pp. ii, II26. Also "Short Statement" of this study, p. 3.

The metropolitan implications of an urban renewal program were acknowledged in this study, particularly in the development of an over-all housing program and in fulfilling the requirements of relocation.²

In addition, the 1956 study was limited to the City boundaries and the data on which it was based is now considerably out-of-date. Of extreme importance is the fact that the emphasis on extensive clearance warrants serious reconsideration in the light of subsequent experience with the urban renewal process, and requires a greater understanding of the economic and social implications of large-scale displacement of families and businesses.

Since 1956, several important planning decisions have been made which provide a more comprehensive framework for urban renewal action in relationship to over-all Metropolitan Area development. Among these have been a significant amount of expressway and subway construction, and more precise plans and programs for future such facilities, and the initiation, primarily by the Metropolitan Government, of area-wide programs of public housing and housing for the elderly. It is expected that the implementation of these latter housing programs will be further accelerated through the recently-created Ontario Housing Corporation.

An urban renewal study covering the Metropolitan Toronto Area was first endorsed by the Metropolitan Council in April of 1959, but further action was delayed mainly pending the preparation of official plans by the Municipality of Metropolitan Toronto as well as by several other Municipalities.

In the interim, there has been an increasing awareness that some of the other municipalities evidence deficiencies indicating possible urban renewal treatment similar to the conditions found in the City of Toronto proper; and it was considered appropriate that the over-all study be undertaken for the purpose of recommending measures for arresting decay and bringing new development to the older sections of the entire Metropolitan Area within the framework of these plans.

² Ibid; p. VI 1. Also "Short Statement", 14: "Additional public housing in the city or in the suburbs must therefore be availableThe net total of housing must be increased if only as a defensive measure against further overcrowding and consequent blight which would result from the growth of population and reduction in the stock of old houses. For low-income families there is little subsidized housing in existence and none of it definitely available for this purpose of relocation. A program of suburban housing is urgently needed to allow redevelopment to proceed within the city."

On February 20th, 1963, the Metropolitan Planning Board approved the proposal for an Urban Renewal Study which was adopted by the Metro Council on March 26, 1963. On August 7, 1963 the Federal Authority was granted to the Central Mortgage and Housing Corporation to enter into an agreement with the Metropolitan Corporation for financial assistance according to the provisions of Section 33(1)(h) of the National Housing Act of 1954. An agreement was signed on October 15, 1963 between the Metropolitan Corporation and Central Mortgage and Housing Corporation for a two-year study at an estimated cost of \$120,000 with 75% or \$90,000 consisting of a grant from the Federal Government (CMHC) and 25% or \$30,000 to be borne by the Municipality of Metropolitan Toronto.

In accordance with the terms of the agreement the study is under the direction of the Metropolitan Toronto Planning Board. A Liaison Committee was established primarily for the surveillance of expenditures, and a Technical Committee appointed to provide liaison with the individual area municipalities and planning boards. This latter committee functions in an advisory capacity and provides the various municipalities with representation on the study and a means whereby they could make contributions to the study in terms of local policies, plans and programs as well as their individual professional competence.

Staff activities on the study commenced with the appointment of the Study Director on November 22, 1963. Leases for the office space and furniture were signed on November 21, 1963 and December 3, 1963 respectively, and the office was opened on December 4, 1963 with a staff of three persons. During 1964 three additional persons were hired to increase the staff to a total of six persons.

B. Purpose

The major purposes of the Urban Renewal Study are:

1. To survey urban conditions in the Municipality of Metropolitan Toronto and adjoining municipalities comprising the Metropolitan Planning Area in order to recommend measures for arresting decay and bringing new development to the older sections of the Metropolitan areas within the framework of metropolitan and local official plans.
2. To correlate present and proposed public renewal activities with other public housing and significant other public and private development and redevelopment activities throughout the Metropolitan Area.

3. To develop an over-all renewal program for as long a period as is feasible on the basis of total needs and resources.

Specifically, the Study will be directed towards a determination of the following:

1. Location and magnitude of the needs and opportunities for public renewal action.
2. Formulation of social and economic objectives toward which renewal action should be directed.
3. Determination of the local resources (financial, relocation, etc.) and other limiting factors which will govern future renewal actions.
4. Determination of types of renewal action and the techniques and methods to be utilized in implementing proposed actions.
5. Development of a program of specific renewal actions for the immediate future, with general recommendations over a longer period.

C. Approach

It should be noted that the basic concept underlying the work of this study involves making maximum use of the funds available and bringing the widest range of experience available to bear upon the various areas of concern in the development of an urban renewal program.

Other urban renewal studies have been either strictly staff studies conducted by the full-time staff of a particular department within a municipality or contractual studies with the entire study carried out by a single consultant. In accordance with the concept stated above, the Metropolitan Urban Renewal Study is utilizing a combined approach, consisting of a small core staff basically responsible for the work of the study, supplemented by the use of the skills of a variety of consultants and agencies responsible for certain assigned work performed under the direct supervision of the core staff.

Throughout the course of this study there are major areas of interest and specific work items which require varying degrees of co-operation on the part of the various municipalities within Metropolitan Toronto, as well as from consultation and advice through the providing of data to actual preparation of materials.

This collaborative approach is explicit in the terms of reference for the Study which established the Liaison and Technical Committees previously noted, and implicit in the co-operative approach which is also being carried on through continued consultation and liaison outside of the framework of the formal committee structure. These efforts reflect the knowledge that the final purpose of the study--the development of a recommended urban renewal program--will be realized only to the extent that there is substantial agreement on over-all objectives and policies as well as on specific renewal actions.

Work along these lines undertaken to date, has resulted in the execution of agreements and contracts for several key areas of study. These have made it possible, through the use of additional skills and financial resources, to undertake studies of a depth and magnitude exceeding what was originally contemplated.

The most important of these are described below as significant accomplishments.

1. Under contracts with Mr. Brian J. L. Berry, Associate Professor of Geography, of the University of Chicago and Mr. James Simmons, Assistant Professor of Geography, University of Western Ontario, it was possible to obtain their services plus the services of three Canadian Ph.D. candidates now completing their work at the University of Chicago, for two major efforts: the Special Census Analysis of Metropolitan Toronto and the Commercial Obsolescence Study.

Through the co-operation of the Dominion Bureau of Statistics, which agreed to supply a duplicate tape containing census characteristics for Metropolitan Toronto, it was possible to undertake a detailed study of the 1961 census results for the entire Metropolitan area, as part of the Special Census Analysis. This will present for the first time a tabular and graphic analysis of the social, economic and housing characteristics of Metropolitan Toronto on a small-area basis (enumeration areas) using the latest computer plotting and mapping techniques. This study will form an important part of our analysis of housing condition and quality, and of the social and economic characteristics of Toronto. It will also provide valuable information regarding population and income necessary for the Commercial Study noted below. Special appreciation is extended to

the Dominion Bureau of Statistics for their co-operation in making duplicate tapes available.

The Commercial Study will provide the first comprehensive analysis of commercial structure and needs and of commercial obsolescence and blight in Metropolitan Toronto, and will assist in the development of methods of renewal treatment and of alternative courses of action. These two studies, being performed under the supervision of one of the outstanding experts on urban commercial structure on the continent, would normally cost \$60 to 75 thousand, if done by a consultant firm at commercial rates, including computer time; instead the total cost to the Study will be approximately \$9,000, including the purchase of duplicate data tapes from the Dominion Bureau of Statistics.

2. The joint study of urban renewal policies and practices being undertaken with the assistance of the Canadian Council on Urban and Regional Research is an important contribution towards the integrating of private development with public programs. The study is being conducted by Mr. M. V. Jones, assisted by an Advisory Committee, which represents a highly-proficient cross-section of private and public interests, and it is hoped that their experience will assure an informed and valuable product.

This study, which is costing \$15,000, is being 80% underwritten by the Canadian Council on Urban and Regional Research.

3. A joint study, Identification of Social Resources, was undertaken with the Social Planning Council of Metropolitan Toronto. This was an effort to compile an inventory of social service agencies, indigenous community groups and voluntary associations to assist in the evaluation of resources for serving families affected by possible urban renewal activities.

This study, which utilized the part-time services of two staff members and the facilities of the Social Planning Council, was assisted by the provision of one summer employee hired by the Urban Renewal Study at a cost of approximately \$1,100.00.

The above agreements and other joint efforts have the additional value of broadening the base of the Study and bringing together a wide cross-section of private and public experience, both on an individual and agency basis, to contribute to a greater understanding of the problems and possibilities within an urban renewal program here in Metropolitan Toronto.

This approach assumes an added urgency and importance in view of the recent amendments to the National Housing Act which both broaden the scope of urban renewal, and increase the types and levels of assistance available. These amendments which removed the housing restriction, provided for the Federal sharing of the costs of preparation of urban renewal schemes and their implementation including the provisions of municipal public works and services, extended N. H. A. insurance for existing housing in renewal areas, made loans available to cover 2/3 of the non-federal share of the costs of implementing urban renewal schemes, plus other benefits make it imperative that future urban renewal projects be conceived in terms of over-all community improvement. Future projects should utilize all of the expanded governmental financial aids available and, in addition, provide for the maximum participation of private enterprise to accelerate the task of removing obsolescence and blight.

D. Objectives

To provide the framework for this study of metropolitan-wide urban renewal needs and resources, a necessary first step is a statement of what we are trying to accomplish. The following is a preliminary statement of a set of objectives towards which urban renewal action should be directed which have been formulated to guide the work of the Study to date. These will be amplified and modified during the remainder of the Study period and ultimately form the basic framework for renewal action recommendations. To aid in reading this and succeeding sections, a Glossary is attached as Appendix I.

The rapid growth of Metropolitan Toronto has created a stimulating climate of challenge and opportunity. New public and private investment in subways, sewers, expressways, office complexes, shopping centers, sub-divisions and apartment buildings will continue to change the form and structure of the urban area. An increased understanding of the workings of the urban environment has removed the idea that such happenings are the result of unknown forces impossible of prediction or control. Also, a greater awareness of the role of government through planning in directing, stimulating and assisting private activity now exists; and this has opened new possibilities for economic and social advancement in accordance with overall community objectives.

This rapid progress has its price, however. The faster the city grows and changes, the more quickly obsolescence occurs. Technological change, fashion, increased incomes and population mobility combine with other forces to enhance the desirability of the new at the expense of the old.

This obsolescence in our urban areas, coupled with old structures, inadequate construction, poor planning, inadequate maintenance and general neglect, makes the need apparent for direct intervention through urban renewal to enable desired changes to take place which otherwise would not occur.

The scope of the problem today, and present knowledge of the processes of obsolescence have demonstrated the limitations of programs of urban renewal based on such limited goals as the elimination of pockets of slums, the provision of decent housing or the strengthening of the real estate market. Efforts today must be based on the implementation of broad planning objectives and be directed towards ends which have immediately applicability in a program of urban renewal action.

In these terms, therefore, the overall goal of urban renewal activities can be stated as follows: The goal of all renewal activity is to assure maximum utilization of our physical resources and a suitable environment for optimum development of the human resources to produce the greatest social and economic benefit for the people of Metropolitan Toronto.

OBJECTIVE 1: Public Expenditures

During the forthcoming years the level of public expenditures will continue to rise as the Metropolitan Area expands and in response to the need for improved services and facilities.

It is an objective of the Urban Renewal Study to develop a program directed towards full co-ordination of all public expenditures to the maximum extent feasible. This will assure that each dollar spent will obtain the maximum benefit to the people of Metropolitan Toronto; that funds will be channelled in such a manner as to achieve the greatest localized impact and permit full utilization of concurrent private efforts and available public or private matching funds to achieve community goals.

OBJECTIVE 2: Private Enterprise

It will be an objective of the Urban Renewal Study to develop a program which will encourage private enterprise to serve as large a part

of the total housing and other needs as possible; and governmental assistance--federal, provincial and local--shall be utilized wherever feasible to enable private enterprise to serve more of this total need.

It is recognized, however, that there are clearly demonstrable requirements such as low-rent housing which cannot or will not be met through private enterprise even with governmental assistance; and if the fulfillment of these is necessary to the achievement of the overall goal, it will be the responsibility of government to act until such time as private enterprise can profitably assume the function.

OBJECTIVE 3: Community Desirability

In view of continuing immigration to the Metropolitan Area and the increasing mobility of the population it would be unrealistic to try to make population stability an end for most of our residential communities. We are aware, however, that rapid and extreme turnover and transition in any area, whether due to undesirable conditions, speculation or other reasons, are disruptive to community life.

Accordingly, one of the most important objectives of an urban renewal program should be the creation of desirable residential communities which will foster community pride and encourage high levels of property maintenance through excellence in amenity and environment.

OBJECTIVE 4: Housing

This objective is based on the recognition that urban renewal and housing are definitely interrelated, and that publicly-assisted housing programs should be directly correlated with public action programs.

A prime objective, therefore, of an Urban Renewal program should be to assist in developing programs and in making available appropriate sites for low- and moderate-rental publicly-assisted housing utilizing cleared lands, existing housing, or underdeveloped lands.

OBJECTIVE 5: Commercial

The commercial structure of any large, dynamic metropolitan center is constantly undergoing a process of adjustment to changing populations, shifts in income and shopping habits, technological changes in merchandising and other forces. In this process certain commercial areas and functions become economically and functionally obsolete, and in addition, often physically and structurally deteriorated.

The fact that these obsolete and deteriorated commercial uses are generally found in structures located in, or on streets surrounding residential areas, makes an understanding of commercial blight of extreme importance in a program of renewal action directed towards overall improvement of communities. In addition, vacant deteriorated, and marginal establishments reflect upon neighborhood vitality and desirability; and measures to correct such conditions must be undertaken simultaneously with efforts to improve housing conditions and general neighborhood amenity.

It will be an objective of the Urban Renewal Study to develop a program which will emphasize opportunities for the creation of viable commercial districts. Wherever possible, actions will be recommended which will tend to strengthen and encourage commercial activities, eliminate friction between commercial activities and traffic flow, separate commercial activities from family-type living accommodations wherever feasible and desirable and provide space for services to commercial areas and for necessary parking facilities.

OBJECTIVE 6: Industry

The Toronto Area has long been the center of the industrial heartlands of Canada, and manufacturing activities in the past provided the bulk of the employment. However changes in technology and productivity have created functional obsolescence in certain industries and industrial areas. Also the special problems of industries related to older facilities which are often land-locked and incapable of expansion--plus traffic congestions, inadequate parking and all of the attendant problems of older establishments--have resulted in striking shifts and changes in both the location and types of manufacturing establishments and employment within the Metropolitan Area.

It will be an objective of the Urban Renewal Study to recommend a program designed to encourage the retention and growth within desirable

locations of existing industrial establishments as well as cleared lands for improperly-located establishments or to attract new industries and processes to proper locations and areas. To achieve this it is recognized that it is equally as necessary to create a desirable overall environment for industry as it is for residence; and future renewal and other actions should be directed towards working to provide this environment through offering every possible assistance to industrial concerns and through the elimination of disruptions or impediments to industrial operations unless part of a mutually beneficial program of industrial relocation.

II. PROGRESS REPORT

A. Administrative and General

1. Liaison and Technical Committee Meetings

Through the period ending January 31, 1965 nine meetings of the Liaison Committee and three meetings of the Technical Committee were held. These formal meetings were supplemented throughout the year with numerous discussions with individual committee members and with other elected and appointed officials from the various municipalities.

2. Public Relations

Throughout the period every effort has been made to inform interested groups of the Study and its purpose, and to stimulate interest in the program. As part of this the Study Director has spoken to many individuals and groups, appeared on both radio and television programs and participated in the activities of a limited number of professional and community organizations.

B. Work Program

The following is a report of progress on the various work items indicated in the revised work program.

1. Identification and Evaluation of Needs for Renewal Action

(a) Standards, Principles and Criteria

For the purpose of developing criteria, based on legal requirements and local conditions and practices, for measuring the nature and degree of blight and blighting factors, a preliminary statement covering General Criteria for Urban Renewal Area Selection; Types of Programs; and Principles, Criteria and Standards for Action was drafted.

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The statement was submitted to the Technical Committee for review. Comments have been received and a revised draft is in preparation. This material served as background material for the approach utilized in the field survey and will provide a framework for recommendations regarding the techniques and strategy of program implementation.

Also a staff background paper reviewing the criteria used in a selection of Canadian urban renewal studies was prepared. This work provided insight into legal requirements and administrative practices preliminary to the development of the criteria used in the field survey portion of the Study.

(b) Residential

Work under this section involves an analysis of housing quality and condition oriented towards classifying urban sectors within the Metropolitan Area according to need for renewal treatment. Two studies are underway for this purpose.

(i) Field Studies

Field reconnaissance is being undertaken in two stages: (1) An initial field survey to ascertain, on a comparable basis throughout the Metropolitan Area, evidence of structural deterioration, levels of private maintenance, evidence of structural and environmental condition and amenity to assist in defining problem areas for further study. (2) A Secondary Field Survey on a more detailed basis within areas defined in the initial survey and other studies to determine levels of need, possible renewal potential and types of treatment required.

The initial field survey has been completed and preliminary findings from this study are presented in Section III of this report. Work on the secondary field survey will begin immediately and will culminate in detailed area summaries of possible renewal areas indicating condition and recommended treatment.

(ii) Special Census Analysis

The purpose of this study is to assist in the generalized classification of sectors of the Metropolitan Area according to the need for renewal treatment. This classification will be based upon an analysis of census data relating housing condition and quality to the social and economic factors which are associated with residential deterioration. In addition, the results of this study will form a component part of the study of commercial obsolescence and deterioration described below.

The study consists of a multi-variate analysis of census data. The initial analysis used information published by tracts for the Metropolitan Area. The detailed analysis of possible problem areas is well underway using duplicate computer tapes obtained from D.B.S. of census materials published by enumeration areas.

The analysis of published information from the 1961 census has been completed, and preliminary findings of the portion of the work is presented in Section III. All of the duplicate tapes have been obtained from D.B.S., and are being processed.

(c) Commercial Study

A special study to provide an analysis of the location, nature and trends of commercial deterioration and obsolescence and the effect of commercial blight on residential condition and occupancy to assist in the development of methods of renewal treatment and courses of action is in progress.

Field work has been completed and an interim report has been prepared presenting the preliminary system of classification of commercial districts and data on commercial deterioration and vacancies. The preliminary findings are contained in Section III.

(d) Industrial

Work is continuing on the studies designed to determine

the location and blighting effects of deteriorated or obsolescent industrial uses. The review of various plans and special reports, particularly those prepared for the City of Toronto, has been initiated. In addition, as part of the initial Field Survey, specific industrial plants and establishments which were considered as blighted, obsolescent or blighting on the surrounding area were evaluated and mapped.

The materials gathered in the above studies will be incorporated into the area summaries of need and treatment requirements.

(e) Implementation of Planning Objectives

(i) Purpose

A study of the various local plans and reports was undertaken in order to identify those planning objectives with respect to desired land use changes and community facilities and transportation needs which may be met through, or should be correlated with, possible renewal action. In addition, the initial portion of this work which consisted of identifying known problem areas, provided background for the delineation of areas to be surveyed under the field survey as noted above.

(ii) Scope

The work under this study covers the Metropolitan Planning Area, and will involve an analysis of published plans and reports and personal interviews.

(iii) Method

This study will be undertaken in two parts:

- (1.) A review of all official plans, reports, and other studies prepared by the Metropolitan Toronto Planning Board and by the staffs of the various member municipalities to identify (1) problem areas, suggested urban renewal areas, and areas of conflicting land uses, (2) community facilities and

transportation needs. This published information was supplemented by interviews with officials of the several municipalities, the staffs of the Planning Board and the Conservation Authority, and others.

- (2.) Correlation of problem area and requirements data with information obtained from the field survey and other studies to identify and formulate preliminary recommendations regarding the feasibility of achieving selected planning objectives throughout renewal action.

(iv) Progress

Work under (1.) above relating to the identification of problem areas has been completed, and the results incorporated into the information gathered for the definition of areas of primary concentration in the field studies. Extracts of the materials obtained from the various reports and from interviews will be summarized as part of the area evaluation leading to the determination of possible urban renewal areas and of recommended types of treatment.

Major transportation needs have been set forth in the Metropolitan Transportation Plan, and future work will concentrate upon identifying other major community facility needs, and of correlating these needs and requirements with other study findings.

2. Major Factor Studies and Analysis

(a) Economic and Social Basis for Renewal

(i) Economic

One of the important underlying factors which can determine the success or failure of an urban renewal program is the degree of integration the basis of the program has with the general economic characteristics and trends of the area. By considering the area's economic trends, the urban renewal process can in many instances utilize

and harness these economic trends to assure a healthy continuation of the urban renewal process as well as to achieve the desired public objectives in the long run.

A draft statement based on the statistical data documented in the 1959 report on the Metropolitan Toronto Official Plan concerning overall economic trends for Metropolitan Toronto was prepared. Further work on this statement was deferred pending the completion of updating the data by the staff of the Metropolitan Toronto Planning Board.

As part of the study on the economic basis for renewal, consideration must be given to the anticipated land use changes and their implications on urban renewal opportunities. A draft statement summarizing the Official Plan land use forecasts has been prepared and will be revised according to the changes reflected in the most recent proposed Official Plan.

Future work on this aspect will entail the finalization of these draft statements as well as a detailing of the forecasts on the prospective supply and demand for land for residential and related public and other purposes. The latter will be primarily concerned with changes in the supply of residential land and housing which could be achieved through or resulting from renewal action.

(ii) Social

It is recognized by both officials and the public at large that urban renewal has a social dimension. In an attempt to take into account the needs of the people affected by urban renewal activities, it is necessary to know the social resources, both public and private, available to assist in the meeting of these needs and to formulate policies utilizing these resources.

A draft statement relating urban renewal to social programs has been prepared by the staff and is presently under review.

As part of the determination and evaluation of the social resources available for handling social problems which arise in connection with urban renewal activities,

the Social Planning Council has completed an inventory of social resources. This inventory is available in two volumes:

Part I(a) - Community Welfare and Health Services and

Part I(b) - Community Associations.

(b) Formulation of Renewal Objectives and Policies

It is necessary to have a basis upon which a study of urban renewal needs and resources can be built. This basis or framework is provided by the overall objectives and policies in the Official Plan.

A review of the objectives and policies in the proposed Metropolitan Official Plan was undertaken and objectives for urban renewal action were formulated and commented upon. A preliminary statement on overall urban renewal goals and objectives has now been incorporated into this Interim Report as Section I, Part D.

(d) Review of Experience

A review of public and private experience in urban renewal and related activities is desirable in the development of a basic policy statement on the functions and objectives of renewal, in the determination of the types of renewal action to be undertaken, and in the ascertainment of the scope and rate of renewal in the future.

Work on this part of the Study has been divided into the following broad categories:

(i) Current Policies and Authority

A contractual study of urban renewal policies and practices is being carried out with the assistance of the Canadian Council on Urban and Regional Research to determine the degree of public and private cooperation in urban renewal and to recommend measures to increase such cooperation. Part I, "Legislation", a comprehensive

historical analysis of both federal and provincial legislation relating to urban renewal as it applies to the participation of private enterprise in renewal has been completed.

(ii) Official Projects

A staff background report, "Review of Publicly-Assisted Housing", presenting factual data on publicly-assisted housing and related renewal-type activities has been completed.

(iii) Pilot Projects

The Alexander Park Project, now being undertaken by the City of Toronto with the assistance of the Federal and Provincial governments and the Metropolitan government, is regarded as a pilot project for purposes of analysis, review, assistance and participation by the staff of the Urban Renewal Study. This project, the first in Toronto to utilize a combined redevelopment-rehabilitation approach, is expected in its development to provide significant insights regarding policies, development of criteria and standards for redevelopment and rehabilitation, experience with existing legislation and administrative procedures, social and economic limitations on rehabilitation, and on other aspects of the project which are undertaken within the limits of the Study period.

To date, the Study staff has participated in meetings with the Department of Development and representatives of the Metropolitan Toronto Planning Board on discussions of the implementation of condition and relocation surveys, the evaluation of survey results, and other matters. Throughout the course of the Urban Renewal Study the staff will observe the progress of the project, and assist the Department of Development to the fullest extent practicable.

Mt. Dennis Area-York Township. The officials of York Township have expressed an intention to undertake some form of action to solve problems of obsolescence and to develop clearly-defined planning policies in the Mt. Dennis Area. Following conferences with representatives of the Provincial Government and C.M.H.C., an informal

agreement for cooperation was developed between the Study and the Township of York. In accordance with this agreement, the Director has continued to maintain liaison and render assistance to the Township; and as part of this, the Urban Renewal Study has supplied the consulting firm preparing a special development plan for the Mt. Dennis Area with the results of the commercial field study for this area and liaison is continuing as the Township's study progresses, with the results of this work being incorporated into the recommendations of the Urban Renewal Study to the maximum extent possible.

Township of East York, Township of New Toronto. The Officials of both of these townships have expressed a desire for further study to determine programs to be undertaken in certain areas in which early action appears desirable.

Both of these townships are working closely with the Urban Renewal Study staff, and with officials of the Provincial Government to assure that the results of their studies will be within the framework of the U.R.S. proposals.

(d) Existing Commitments and Programs

In order to establish priorities and opportunities for urban renewal, it is essential to evaluate existing commitments and programs in relation to urban renewal proposals. This part of the Study includes a review of significant capital projects, both approved and proposed, as well as a review of private development activities.

Work to date has consisted primarily of compiling this information on public and private commitments. In addition to completing this collection, future work will involve mapping this information and relating it to urban renewal areas.

(e) Financing

A clear understanding of public financial commitments and capacity is necessary for determining possible

sources, methods and limits of financing future renewal activities. It is intended to identify all possible sources of funds available for renewal, to examine the limitations placed upon these sources, to investigate potential sources with the possibility of changes in legislation and to estimate the upper limits of public financing for urban renewal purposes.

Work to date has consisted of collecting material on public finance and approved capital budgets in the Metropolitan Area as well as meetings with the Metropolitan Commissioner of Finance. Future work will consist of reviewing this available material and completing this section of the Study.

(f) Relocation

A relocation program is an integral part of any urban renewal program. It is, therefore, necessary to establish clearly defined policies relating to this aspect of a renewal program.

An historical review of residential relocation experience has been prepared by the staff and is to be circulated for comment. The review attempts to emphasize the policies and philosophy which have been followed, and to identify specific relocation problems and their implication for future policies and program formulation.

With the identification of urban renewal areas and the development of urban renewal projects for these areas, estimates on the relocation needs will be undertaken.

(g) Urban Design

The purpose of this study is to explore and analyse opportunities for achieving good urban design through urban renewal.

The study will examine the objectives and principles of urban design, and suggest techniques for implementing

these objectives as part of an urban renewal program. The preservation of buildings and sites of architectural distinction and historical significance will be analysed as these may present special opportunities for good urban design in renewal areas. Also, subject to the availability of time and staff resources, an appraisal will be undertaken of the visual design assets and deficiencies of a selected number of examples of public and private development in Metropolitan Toronto.

At present, the detailed study design has been completed, a master list of buildings of architectural merit or historical significance within the Metropolitan Area has been completed, and additional relevant material has been accumulated.

III. PRELIMINARY FINDINGS

A. Special Census Analysis of the Social and Economic Characteristics of Metropolitan Toronto

1. Purpose

The purpose of this study is to facilitate the generalized classification of sectors of the Metropolitan area according to need for renewal treatment. This classification will be based upon housing condition and quality, and an understanding of the social and economic factors which are associated with residential deterioration.

In addition, the results of this analysis will form a component part of the study of commercial deterioration described in Part C of this Section.

2. Background

A review of the series of maps based upon published D.B.S. materials prepared by the Research Division of the Planning Board revealed that it would be more useful for urban renewal purposes to obtain the data on the basis of units smaller than census tracts. Further investigation disclosed that personnel and resources were available to undertake a much more systematic analysis of census data than had originally appeared possible.

Such an analysis of the census information is required for the following reasons:

1. It was considered desirable to compile all information relative to the determination of obsolescence and blight on a basis which would be consistent throughout the Metropolitan Area. The census data on housing condition, despite the limitation of being based on a 20% sample and the unknown effect of enumerator bias, provides a sufficiently reliable indicator of areas of residential blight to be used in conjunction with the results of field surveys and other studies.

2. The development of an over-all program of urban renewal which involves decisions to clear, rehabilitate, or conserve obsolete or deteriorating areas is not simply a physical problem of evaluating structural and environmental conditions. Essentially such actions affect people and require adjustments in their ways of living and working. In every community, various sub-areas evidence certain predominant characteristics of the population such as average income, family size and composition, ethnic composition, and degree of residential stability, etc., which suggest the social and economic problems and opportunities that may be encountered if programs are attempted in such areas. These general characteristics also serve as indices of financial ability and desire to maintain and improve property. Social and economic information, therefore, must be considered in determining the objectives of any possible renewal action and in evaluating the feasibility of various measures which may be proposed to improve these areas. For example, the possibility of a rehabilitation program succeeding in a stable deteriorating area occupied by home-owning families of moderate income is considerably greater than in a similarly deteriorating area occupied by transient rental families and lodgers with equal or lower incomes.
3. An important component of the study of commercial obsolescence and blight described in Part C is the consideration of the possible presence of economic obsolescence or blight. Economic blight can be deemed to exist when there is insufficient demand for retail facilities, creating vacancies and marginal operating conditions. Previous studies have confirmed that there is a close relationship between population distribution and income levels to the volume of sales, number of stores, variety of stores, and store area. The special census analysis will provide this information on a small-area basis to assist in investigating, here in Toronto, this relationship between the consumer and the retail facilities he requires, and thus to assist in defining areas of present or potential economic obsolescence.

Accordingly, a detailed study involving a special census analysis of Metropolitan Toronto was developed in co-operation with Professor Brian J. L. Berry of the Department of Geography, University of Chicago.

This study will consist of a multi-variate analysis of census data¹, covering the following major areas:

1. An analysis of the present spatial distribution of residential blight on a comparable basis for the entire Metropolitan Area,
2. An analysis of the socio-economic factors which are correlated with residential blight,
3. An analysis of the relationship between socio-economic characteristics of neighbourhoods and the changing distribution of blight.

3. Method

This Special Census Analysis has been broken down into two phases:

- (a) analysis of published census data for census tracts;
- (b) a more detailed analysis, using smaller units of observation and additional characteristics, of those areas which the census tract analysis and the residential field survey indicate as possibly requiring urban renewal treatment.

4. Phase One

This report covers the first phase of the work, i.e., the analysis of the present spatial distribution of residential blight on a comparable basis for the entire Metropolitan Area, and of the social and economic conditions which are correlated with residential blight.

(a) Purpose

The specific purpose of these analyses have been:

- (i) To eliminate for further study those variables, i.e., income, family size, etc., which are redundant; that is, those which contribute nothing to our understanding not provided by other more basic variables.
- (ii) To explore the complex interrelationships which exist between the variables and to summarize the important relationships in a few basic patterns, called "factors".

¹See Appendix II.

- (iii) To study the spatial distribution of tracts on each of the basic factors.
- (iv) To evaluate which of the factors involve residential deterioration, and what they reveal about the relationship between deterioration and socio-economic conditions.

(b) Method

Appendix II contains a description of the techniques involved in this multivariate analysis.

(c) Preliminary Findings

The factor analysis revealed that the 75 initial census variables had such high degrees of interdependency and redundancy that they could be summarized in the form of 4 basic factors which are of importance in an analysis of problems of urban renewal. These depict the spatial differentiation of the metropolitan area's census tracts according to (1) Economic Achievement, (2) Family Structure, (3) Household Characteristics, and (4) Residential Stability. Appendix III contains a description of the four factors.

Of these four, only the first and third are relevant to an understanding of housing condition and its social and economic determinants. The first factor shows that low value housing is clearly correlated with such variables as low levels of education, labouring occupations, many lodgers, and many persons per household and per room. Because of its close association with measures of education, income, and occupation, Factor 1 is clearly the dimension of economic achievement which has been identified consistently in factor analytic studies of census tract data for several other North American cities. In Metropolitan Toronto, however, we also note that the recent immigrants occupy the lowest part of the socio-economic scale, and are therefore closely associated with this factor. Note that while measures of overcrowding are associated with low economic achievement, variables related to housing conditions are independent of this dimension.

Variables relating to housing conditions do occur, however, in the third factor which summarizes the associated variables describing lack of household amenities. Correlated with the absence of, or lack of exclusive use of certain amenities are a high percentage of single people, females employed in service occupations, and low income.

To show the spatial distribution of characteristics, the tracts were placed on a continuum at one end of which, using Factor 1 as an example, are tracts containing a high number of persons with high levels of education, income, etc. At the other end are tracts containing a high number of persons with low levels of education, income, etc. The graded factor scores were divided into eight gradations and mapped.

Map I is a summary map showing the location where tracts which fall at the lowest level in terms of Factor 1, Economic Achievement, overlap those with a low incidence of Factor 3, Household Characteristics (residential amenities, etc.). These areas of overlap contain such characteristics as low value housing, a high evidence of households which an absence of, or lack of exclusive use of certain amenities, a high percentage of persons with low levels of education working as craftsmen, labourers, and female domestics, living at high densities associates with a high percentage of single people, and low income.

B. Residential Field Survey

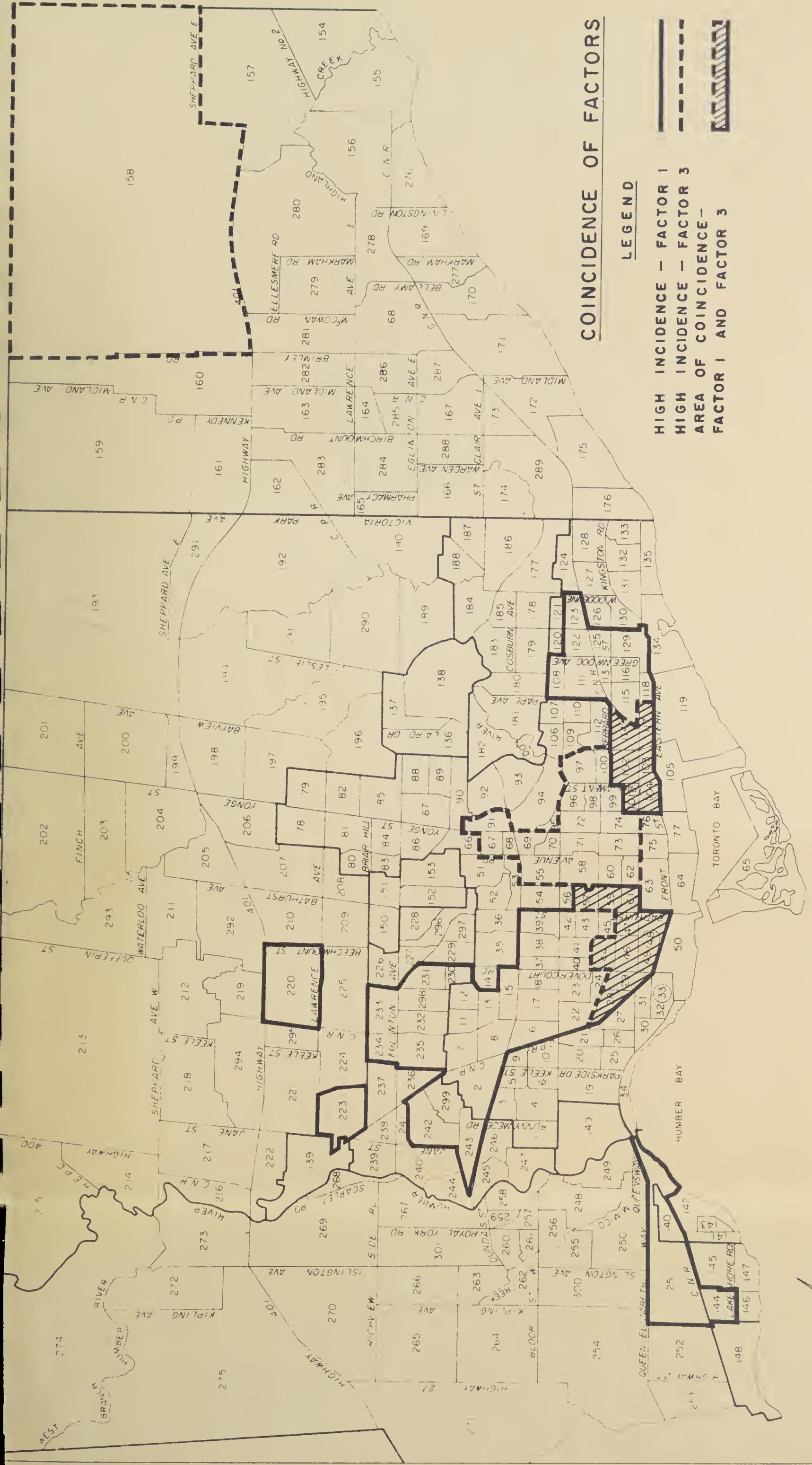
1. Purpose

A special field study was undertaken by the staff for the specific purpose of assisting in (1) the identification of areas in need of renewal treatment; (2) the identification and analysis of conditions which have generated this need; and (3) the identification and evaluation of opportunities for achieving planning objectives through possible renewal action.

2. Scope

A complete field survey of the entire Metropolitan Planning Area was considered unnecessary in view of the extensive information which was available. The first step, therefore, was directed towards use of this information to eliminate from consideration those parts of the Metropolitan Area which, because of excellence of condition, newness of construction or predominantly agricultural nature, would not require any specific renewal attention unless special problems were later revealed in the course of other studies. The basic data for this was obtained from the draft Metropolitan Official Plan.

URBAN RENEWAL STUDY



With the outside boundaries of the field study areas established on a preliminary basis, the next step involved the further use of existing materials to identify known problem areas as part of a larger study directed towards general implementation of planning objectives through renewal reported elsewhere in this report. This effort, plus the work described above defined areas of primary concentration in the field studies.

3. Method

The actual field work was divided in two stages: (1) An initial field survey was mainly a windshield survey (with inspections of the rear and sides of structures if deemed necessary) of all possible urban renewal areas to ascertain visual evidence of structural deterioration, evidence of structural and environmental obsolescence, levels of private maintenance and a general evaluation of environmental condition and amenity. A primary purpose of this survey was to assist in a preliminary definition of logical urban renewal areas. (2) A second field analysis, on a much more detailed basis, of areas defined in the initial survey and in related studies as those evidencing high renewal need and potential at a later date. A major part of this survey will be to formulate recommendations for treatment.

4. Material Gathered - Initial Survey

The following described the work undertaken under the initial survey. Data was gathered on a block basis in the areas identified as having specific problems or deficiencies, utilizing the "Block Survey Form". (Appendix IV) This form served as a checklist and evaluation sheet, with a portable tape recorder used for noting supplemental impressions. The block data will be summarized on an "Area Summary Form". (Appendix V) This form also serves as a checklist for recorded impressions of areas of lesser urgency which are surveyed on a larger area basis, initially up to single census tracts. The Area Summary Form provides for certain population and housing data to be added later for areas of special concern.

Throughout the field survey detailed map indications were made of dilapidated and poor residential structures, with residential structures evidencing significant recent rehabilitation and new construction. Also dilapidated or poor industrial or other non-residential buildings and industrial uses obviously of high nuisance or other blighting characteristics in predominantly residential areas were indicated.

The initial field survey was designed to identify areas of greatest urban renewal need based on conditions of obsolescence and deterioration of structures, as well as of public facilities such as streets and sidewalks. Also, it attempted, through an evaluation of levels of private property maintenance and the noting of evidences of individual willingness to invest substantial time and money in construction and rehabilitation of property, to indicate those areas wherein there was a degree of confidence in the future of the area. The level of this confidence is a significant indicator of the need for public renewal action, as well as of the type of action required. A description of the criteria used in this initial survey is presented in Appendix VI.

5. Preliminary Findings

On the basis of the survey described above, it was possible to define in general terms those areas which should be of continuing concern in the further detailed analysis of urban renewal needs and opportunities during the remaining course of this Study. It should be noted that these areas at this stage are not related to any previously-defined planning districts or other defined areas, and should be in no sense be interpreted as proposed project or other areas in which any action is suggested.

The major purpose is to eliminate from further detailed study those areas which present no serious problems requiring urban renewal treatment within the immediate future. This does not mean that blight or blighting factors are not present, or that problems of land use, facility requirements or other issues are not present; however the degree of obsolescence and blight are such that these cannot at this time be considered for incorporation within an urban renewal program.

Map 2 presents the results of this preliminary delineation. Only two categories are presented:

(a) Survey Areas

These are areas which were studied under the Initial Field Survey, and within which conditions are such that programmed urban renewal action is not necessary at this time. Current issues or problems within these areas such as low assessment, need for improved facilities, possibility of private redevelopment, etc., can be resolved through planning policies, normal capital improvement and maintenance, or through local control measures. Within these survey areas, the following areas have been delineated.

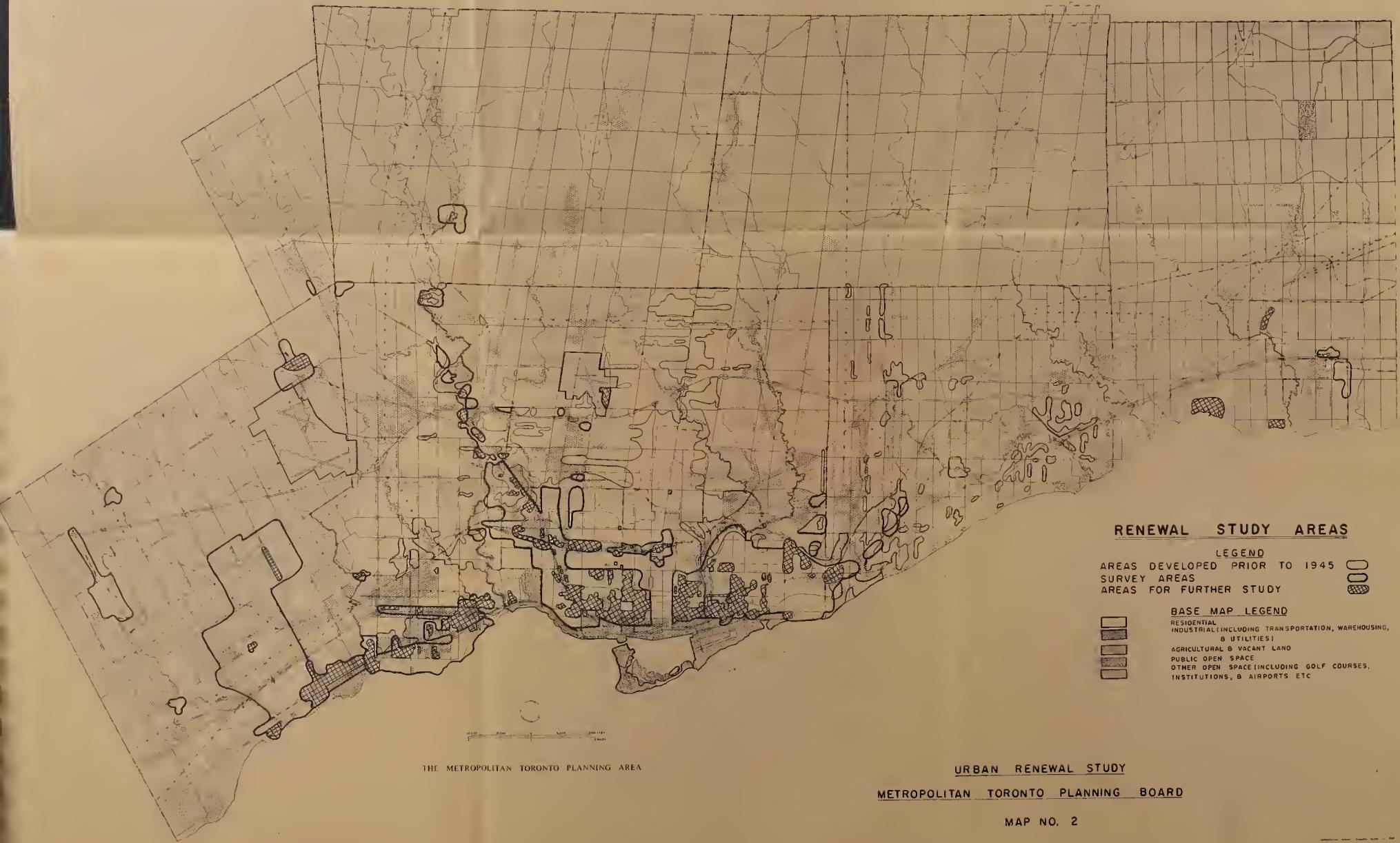
(b) Areas for Further Study

Areas for further study are generally defined as areas wherein conditions indicate that problems of obsolescence, deterioration, mixed land uses, fire or traffic hazards, poorly-designed or otherwise deficient streets and other blighting influences are present to a degree warranting more detailed analysis within the context of this Study.

Several different types of problem areas have been included within this category throughout the Metropolitan Area.

- (i) Areas evidencing a relatively high degree of blight. Included in this category is much of the area shown in the City of Toronto, the Lakeview Area in Toronto Township and the area between Sixth and Eighth Streets in New Toronto.
- (ii) Areas showing a lesser degree of blight, but still deteriorated beyond the point where mere by-law enforcement and other normal control measures could be deemed sufficient to correct the situation. Additional study is required to determine whether any form of renewal action is possible or desirable, both from the standpoint of present conditions and in the light of local policies and abilities with respect to corrective action.

Included in this group are the western portions of East York Township, the Oak Ridge section of Scarborough Township, and portions of the Mt. Dennis Area and the southern edge of York Township.
- (iii) Underdeveloped lands, including areas partially developed due to poor subdivision, and abandoned or unworked brick-yards and gravel pits. Examples of these include the subdivision located at MeadowSweet and Homer Avenues in Etobicoke, and the pits north and east of Victoria Park and Gerrard Streets in Scarborough, at Greenwood and Felstead Avenues in Toronto and in the southern part of Swansea.
- (iv) Areas which are currently under study in relation to other programs, i.e., elimination of uses from flood-prone areas as part of conservation programs and areas included within the scope of the Waterfront Study, but within which conditions are such that it may be possible to use the urban renewal program to assist in or supplement such programs. Such areas include Frenchman's Bay and the Riverside areas in Pickering Township, the Pine Grove area in Vaughan Township and the Summerville area in Toronto Township.



The additional category shown on Map 2, "Areas Developed Prior to 1945", is only included for purposes of comparison and analysis.

The initial field survey, which provided most of the data used to delineate the areas under discussion, has to date covered approximately 36,000 acres of the Metropolitan Toronto Planning Area over a period of seven months. Within the Municipality of Metropolitan Toronto, the survey covered 94 census tracts in full and 51 tracts in part. In the outer thirteen municipalities of the Planning Area, 19 study areas ranging in size from 14 to 4,800 acres were surveyed. The distance travelled by the survey team so far is about 4,000 miles.

A preliminary survey of this kind cannot be summed up in precise statistical terms but a few rough figures may be of some interest. The number of residential properties judged to be seriously deteriorated (Table I) was slightly under 3,100. Those judged to be in poor condition were approximately 4,400 in number for a total of 7,500 poor and bad properties. A cautious comparison may be made between this total and the 1961 Census figure for "Dwelling Units in Need of Major Repair" which was approximately 9,400 for the same area. There are several reasons why the two statistics are not strictly comparable. Possibly the most significant difference is that the units of measurement were not identical. The Urban Renewal Study measured individually owned residential structures or properties; the Census measured dwelling units. Thus a duplex, a fourplex and a high-rise apartment building would each be reported as one structure in the Urban Renewal Study survey and would therefore be under-reported in relation to the Census results. The definitions of blight used by the two studies differed in detail and the survey techniques were also different. Both surveys judged the exterior condition of each dwelling but the Census survey was able to grade the interior as well and this would probably also cause the Urban Renewal Study survey to yield a lower figure. And finally the Census survey was carried out by a large number of enumerators within a short period of time, a situation in which the variation in judgement between enumerators becomes significant. The Urban Renewal Study survey was restricted to three full-time employees.

However, the two figures do appear to show rough agreement on the magnitude of residential blight in the Metropolitan Area.

6. Preliminary Observations

Within the City of Toronto, and in a few areas in in-lying suburban municipalities, the obsolescence pattern is widespread and blight is extensive. The problems of these areas are not restricted

to poor housing conditions, but also include seriously incompatible land uses (industry and heavy commercial uses inside or adjacent to residential areas), heavy traffic on streets and street patterns, now inadequate for this purpose, and serious parking shortages caused by the inadequate and insufficient driveways and alleys built before the automobile became an important element in city building. There are many narrow dead-end and unpaved alleys and lanes lined with dilapidated fences, garages, and sheds which seriously blight entire areas and, in addition, constitute fire hazards. Some neighbourhoods are wholly obsolete because of small or inefficiently shaped lots while others contain many houses which are now obsolete because they are either too small or too large for efficient present day use.

There is no one area in central Toronto in which a small amount of clearance by itself would be of lasting benefit. Because of the nature of the problem here in Toronto, i.e., absence of large contiguous areas of extreme residential dilapidation, it is imperative that any future projects be undertaken utilizing the combined clearance, rehabilitation and conservation approach to be developed for Alexandra Park and should include an area equal to or larger than Alexandra Park in order to achieve a lasting impact.

In some of the areas away from the central section, and generally in the suburban municipalities, a much smaller degree of clearance is indicated; however in most of these areas conditions are such that a concentrated program is indicated. The presence throughout many of these areas of small groups of deteriorated and deteriorating housing present possible opportunities to provide low-rental housing through the acquisition and rehabilitation of such clusters of poor housing, or through the construction of new units of family or elderly persons' housing. Again, however, the problems in these areas generally indicate that such housing should be undertaken in conjunction with programs of overall community improvement.

TABLE 1: RESIDENTIAL FIELD SURVEY STATISTICS (February 1965)

Municipality	<u>Residential Properties</u>			<u>Non-Residential Properties</u>
	No. Seriously Deteriorated	No. in Poor Condition	Total	No. Blighted or Blighting
City of Toronto	2610	2811	5421	347
Township of North York	11	42	53	3
Township of Scarborough	56	182	238	11
Township of Etobicoke	25	161	186	10
Township of York	123	135	258	3
Township of East York	23	270	293	4
Town of Mimico	16	81	97	10
Town of New Toronto	26	81	107	2
Village of Long Branch	49	123	172	4
Town of Weston	3	11	14	0
Village of Swansea	<u>9</u>	<u>5</u>	<u>14</u>	<u>4</u>
METRO TORONTO	2951	3902	6853	398
Township of Toronto	65	363	428	21
Town of Port Credit	1	15	16	1
Township of Toronto Gore	-	2	2	0
Township of Vaughan	42	131	173	3
Town of Ajax	<u>-</u>	<u>6</u>	<u>6</u>	<u>0</u>
FRINGE AREAS*	108	517	625	25
 METRO TORONTO PLANNING AREA	3059	4419	7478	423

*Partial Survey: Further Studies will be carried out in the remaining fringe municipalities.

C. Study of Commercial Obsolescence and Deterioration in Metropolitan Toronto.

1. Background

In any large, dynamic metropolitan center, the commercial structure is constantly undergoing a process of adjustment to changing populations, to shifts in income and shopping habits, to technological changes in merchandising, and to other forces. In this process, certain commercial areas become economically and functionally obsolete, and in addition, often physically deteriorated.

Often, these obsolete and deteriorated commercial structures are found within residential areas or on their perimeters. Vacant and deteriorated establishments reflect, and reflect upon, neighbourhood vitality and desirability. In a program of renewal action directed towards overall improvement of communities, efforts to improve housing must be undertaken simultaneously with corrective measures to improve other amenities. An understanding of commercial blight, therefore, is of extreme importance.

Earlier studies in other large cities have specified four possible forms of commercial blight. Physical blight occurs when the building occupied by a business deteriorates. Functional blight is obsolescence due to technological change which may make the location, the size, or the layout of the structure inefficient. Frictional blight results from the presence of nearby land uses which have a harmful effect on the operation of the commercial establishment or conversely, the commercial establishment blights its surroundings. Economic blight exists when there is an ^{su}ufficient demand for retail facilities, creating vacancies and marginal operating conditions. These forms of blight can occur singly or in various combinations. Physical blight is often, in part, a result of the other blighting factors which lead to inefficiency, and reduced maintenance.

Two of the forms of blight, physical and frictional, can be derived directly from field observation of commercial establishments in the study area. Functional blight, a product of technological change, can only be evaluated by taking a look at long-run trends in retailing. A commercial inventory can be used as a reference point for one period of time from which one can move backwards to evaluate the nature and degree of technological change, and then extend the direction of change to the future in order to predict (and prevent) forms of ob-

solescence still to come. Economic blight can be considered only with reference to the demand for retail facilities. Recent studies have confirmed the close relation between population distribution, income levels, sales, number of stores, store area, and variety of stores. Any such analysis will have to relate the existing commercial inventory to these different characteristics of the population.

2. Purpose of Commercial Study

The purpose of the commercial study is: to provide an analysis of the location, extent, nature, and trends of commercial deterioration and obsolescence within the Metropolitan Toronto Planning Area, to determine the effect of commercial blight upon residential condition and occupancy, and to assist in the development of methods of renewal treatment.

3. First Step - Commercial Inventory

The first step in obtaining an understanding of commercial blight was to compile a complete commercial inventory, the results of which are presented below.

(a) The Study Area

The area considered was the Metropolitan Toronto Planning Area. The field crew covered all the main arterial roads (the original concession roads) and all other commercial areas which had at least four commercial establishments grouped together, 'grouped' meaning that between stores there were no significant distances (of the order of a block) which would discourage pedestrian traffic between them. An exception to this requirement was made in the case of any major retailing establishment such as a discount store or a furniture store.

The Central Business District (defined as census tracts 69 to 76 inclusive and tract 95) was excluded from the study because its special nature and problems require an analysis beyond the scope and resources of this study.

(b) Method

The field study was done, in the period May to August, 1964. The exact type of the business of the retail or service establishment was defined in the field according to a classification established for the study. The Standard

Industrial Classification of the Dominion Bureau of Statistics, a three digit classification, was expanded to a four digit breakdown, following the pattern of the U.S. Bureau of the Budget to provide a more exact analysis. For example, the D.B.S. category 631 (Food Stores) was broken down into 6310 (supermarkets), 6311 (Bake Shops), etc. Appendix VII contains a copy of the classification sheet.

(c) General Findings

The survey included 24,022 Commercial establishments, of which 1,503 (or 6.25%) were vacant. Three hundred and sixty-five deteriorated structures, defined in accordance with the criteria adopted by the Metropolitan Toronto Urban Renewal Study (see Appendix VI, Criteria), were located. Information on ground floor and upper floor uses, vacant land, new construction, and conversions of commercial structures to other uses were also recorded.

At this point in the study no analysis was made of the large number of establishments which are outside the "centres" described in Part (d). However, the following information is presented for this type of ribbon development.

Of the 231 Census Tracts which had a significant number of retail establishments outside of business centers, 31 had vacancy rates in ground floor establishments greater than 11%, 18 between 9% and 11%, 23 between 7% and 9%, 40 between 5% and 7%, 43 between 3% and 5%, and 76 between 0% and 3%.

(d) Aggregation of Field Data

In order to assess this body of information it was necessary to classify it and group it into more manageable units. Three preliminary categories, called centers, emerged and are described below:

(i) Older Commercial Concentrations

Older arterial streets within the city are lined, block after block, with commercial establishments. It is evident that certain parts of this ribbon, generally the main intersections offer a wider selection of stores, have higher land values, and attract customers from a wider area.

Intersections upon which such activities focus can be recognized as business centers, yet the differences in land use inside and outside the boundaries of such centers are so subtle as to defy simple means of identification. Failure to define centers accurately leads to errors when comparing them.

The problem of defining a center has two stages: first, of determining whether one exists, and second, of defining its limits. Earlier studies used land values to great advantage in identifying centers, setting a minimum land value as a requirement, for 'center' status, and charting the breakpoints in the land value profile across the center as a guide to choosing boundaries. However, in Toronto, the data on the assessed value of land was available only for individual lots and presented an impossible data handling problem. Moreover, the variation in the ratio of assessment to real property values between districts within the Metropolitan Area precluded the use of assessment figures. The alternative for this part of the study was to define the centers in the field using a number of criteria which earlier studies had established as significant indicators of the presence of a center. Appendix VIII outlines these criteria.

Table 2 summarizes the information obtained for Older Commercial Concentrations. Twenty-nine centers emerged, 28 of these at the shopping goods level, and one, Bloor-Bathurst, at the regional level. The latter is ranked higher for only one reason, the presence of a large discount department store, which attracts customers from throughout the region. Because of the preliminary nature of this material, a map of these centers is not included in this report.

A certain amount of homogeneity between centers was noticed. As the table indicates, the range of the number of ground floor functions is small, 35 to 71, as is the number of ground floor establishments, 63 to 207. Moreover, only one of these centers has a department store.

One explanation of the lack of variation is that at the time of development of these older commercial concentrations (prior to 1950) Toronto was too small to develop an outlying center of regional scale.

At the other end of the scale, our definition of center was too rigorous to catch the many small community and neighbourhood centers. As a result our 29 centers are fairly homogeneous. It is likely that the use of factor analytic techniques will differentiate more precisely between the roles of these centers.

TABLE 2: OLDER COMMERCIAL CONCENTRATIONS

	<u>Ground Floor</u>				<u>Upper Floor</u>	
	No. of Business Types	No. of Establishments	% Vacant	% Deteriorated	No. of Business Types	No. of Establishments
<u>Regional</u>						
Bloor-Bathurst	59	145	5.8	5.8	16	35
<u>Shopping Goods</u>						
Yonge North	71	172	4.4	1.1	6	7
Bloor-Jane	64	207	2.8	0.5	14	30
Danforth-Pape	62	183	4.2	3.1	10	11
Yonge-Castlefield	61	144	2.0	4.1	12	25
Bayview	58	135	4.3	0.0	13	31
New Toronto	58	136	3.5	0.7	11	29
Bloor-Dovercourt	57	175	0.6	6.3	12	20
Bloor-Royal York	56	126	1.6	0.0	8	24
Dundas-Keele	55	156	6.0	3.6	15	29
Eglinton-Avenue Rd.	53	143	4.0	0.0	11	22
Queen-Bathurst	50	152	5.6	9.3	8	10
St. Clair-Dufferin	49	156	0.6	1.9	13	36
Queen-Lansdowne	49	155	3.1	8.1	6	6
Yonge-St. Clair	49	122	3.2	0.0	29	93
Parliament-Carlton	48	111	3.5	0.9	3	17
Weston	48	97	4.9	4.9	7	27

Continued ...

1996-1997

TABLE 2: OLDER COMMERCIAL CONCENTRATIONS (cont'd.)

	<u>Ground Floor</u>					<u>Upper Floor</u>	
	No. of Business Types	No. of Establishments	% Vacant	% Deteriorated	No. of Business Types	No. of Establishments	
<u>Shopping Goods (cont'd.)</u>							
Mt. Pleasant	45	110	0.0	0.0	4	4	
Eglinton-Dufferin	45	103	3.7	0.9	13	34	
Gerrard-Coxwell	44	95	4.0	1.0	4	5	
Queen-Broadview	44	91	5.5	6.6	2	2	
Eglinton-Bathurst	43	93	4.1	0.0	15	41	
Danforth-Woodbine	41	88	3.3	0.0	13	24	
Kingston Road-Victoria Park	40	103	5.6	0.0	6	10	
Queen-Lee	40	102	10.5	4.4	3	6	
Yonge-Eglinton	40	92	5.2	0.0	37	395	
College-Clinton	39	122	2.4	2.4	9	21	
Eglinton-Keele	39	77	5.2	0.0	7	10	
St. Clair-Vaughan Rd.	35	63	6.0	0.0	15	30	
TOTAL		3654				1034	
GRAND TOTAL						4688	

$$g_{\mu\nu} = \frac{1}{r^2} g_{\mu\nu}^{(0)} + \frac{1}{r^2} g_{\mu\nu}^{(1)} + \frac{1}{r^2} g_{\mu\nu}^{(2)} + \frac{1}{r^2} g_{\mu\nu}^{(3)} + \dots$$

$$\sum_{k=1}^n \alpha_k \beta_k = 0$$

$$\begin{aligned} & \text{Solve } \Delta u = 0 \text{ in } \Omega \\ & \text{with boundary condition } u = f \text{ on } \partial\Omega \end{aligned}$$

$$\int_{\Omega} \Delta u \cdot \Delta v = - \int_{\Omega} u \Delta v - \int_{\partial\Omega} u \frac{\partial v}{\partial n}$$

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In Table 2, upper floor uses are differentiated from ground floor uses. Upper floor uses are generally of a service nature and service functions are usually only a small component of the center's facilities. Two exceptions to this were found, however: Yonge-Eglinton and Yonge-St.Clair. These two centers evidence a heavy concentration of Professional Offices (Code Nos. 7000 to 7099) and Business Services (Code Nos. 8610 to 8699) indicating that they are duplicating office functions normally found in the C.B.D.

Of the older Commercial Concentrations, only one (Queen-Lee) had a vacancy rate greater than 6%.

(ii) Planned Centers

The Retail facilities of a large part of the Metropolitan Area are dominated by planned shopping plazas. They are differentiated from the older commercial concentrations by their integrated building design, the unified management, and their large free parking areas.

The only problem in definition arises at the lower end of the scale where planned centers become interchangeable with planned strips of commercial development, i.e., a dozen or so stores sharing one building, but with little interaction between them. Factors which were used to indicate centers include the presence of off-street parking in significant quantities, limited access from the street, the presence of high order business types¹, and a minimum number of establishments.

Table 3 summarizes the results for the 20 planned centers of shopping goods rank² and above. An additional 85 planned centers of more than 8 establishments were defined and described on Field Classification Sheets. Pending further interpretation of the data, the twenty were tentatively arranged in three categories, superregional (1), regional (7), and shopping goods (12).

Of the planned centers, three (Applewood Village, Dufferin and Yorkdale) had vacancy rates greater than 6%. The high vacancy rate indicated for Yorkdale was caused by the fact that it was still under construction at the time of the survey.

¹High order functions are those requiring access to a large number of customers: chain variety stores (6472), candy stores (6312), large supermarkets (6310), clothing stores (66--), other specialty shopping goods (69--), financial services (70--), and business services (86--).

²Shopping goods stores are those classed 6600 - 6999.

(iii) The Outlying Centers

Table 4 summarizes the data for the set of small central places beyond the perimeter of the planned centers. These 7 centers originally served the surrounding rural areas, but their trade areas are slowly filling up with rural non-farm and suburban residents. Because their origins and roles differ from the other types of centers, they are grouped separately in our study. Their borders were defined simply by the census tract limits of the municipalities. Of the outlying centers, three (Port Credit, Richmond Hill and Streetsville) had vacancy rates greater than 6%.

TABLE 3: MAJOR PLANNED SHOPPING CENTERS

	Ground Floor			Upper Floor			No. of Leading Functions	
	No. of Business Types	No. of Establishments	% Vacant	No. of Business Types	No. of Establishments		Dept. Stores	Chain Variety Stores
<u>Super-regional</u>								
Yorkdale	45	77	18.0	0	0		2	1
<u>Regional</u>								
Don Mills	52	89	0.0	0	0		1	1
Cloverdale	42	58	0.0	0	0		1	1
Ajax	39	58	3.3	12	15		Dis- count 1	0
Shoppers' World	37	54	0.0	0	0		Dis- count 1	1
Thorncliffe Park	32	38	2.6	3	9		Dis- count 1	1
Cedarbrae	30	46	0.0	6	9		1	2
Dixie	29	40	0.0	5	11		Dis- count	0
<u>Shopping Goods</u>								
Northtown	34	47	0.0	7	8		0	3
Knobhill	32	46	0.0	5	6		0	2
Dufferin	32	45	6.3	3	3		0	2
Crang	32	44	2.2	8	11		0	0
Richmond Heights	32	39	2.5	0	0		0	1
Golden Mile	31	43	0.0	11	14		0	2
Applewood Village	31	34	8.1	8	16		0	1
Parkway	26	36	2.7	10	15		0	2
Rexdale	26	35	0.0	7	9		0	1
Royal York	26	30	3.2	5	10		0	1
Lawrence	23	36	2.7	6	7		0	2
Eglinton Square	22	<u>26</u>	0.0	4	<u>4</u>		1	1
TOTAL		921			147			
					==			
GRAND TOTAL					1068			

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$\frac{d}{dx}$

2. $\frac{d}{dx} \cos x = -\sin x$

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3. $\frac{d}{dx} \tan x = \sec^2 x$

$\frac{d}{dx}$

4. $\frac{d}{dx} \sec x = \sec x \tan x$

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5. $\frac{d}{dx} \csc x = -\csc x \cot x$

$\frac{d}{dx}$

6. $\frac{d}{dx} \cot x = -\operatorname{cosec}^2 x$

$\frac{d}{dx}$

7. $\frac{d}{dx} \operatorname{sech} x = -\operatorname{sech} x \tanh x$

$\frac{d}{dx}$

8. $\frac{d}{dx} \operatorname{cosech} x = -\operatorname{cosech} x \coth x$

$\frac{d}{dx}$

9. $\frac{d}{dx} \operatorname{coth} x = -\operatorname{cosech}^2 x$

$\frac{d}{dx}$

10. $\frac{d}{dx} \operatorname{csch} x = -\operatorname{csch} x \operatorname{coth} x$

$\frac{d}{dx}$

11. $\frac{d}{dx} \operatorname{arsinh} x = \frac{1}{\sqrt{1-x^2}}$

$\frac{d}{dx}$

12. $\frac{d}{dx} \operatorname{artanh} x = \frac{1}{1-x^2}$

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13. $\frac{d}{dx} \operatorname{arcsech} x = \frac{1}{|x|\sqrt{1-x^2}}$

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14. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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15. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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16. $\frac{d}{dx} \operatorname{arcsech} x = \frac{1}{|x|\sqrt{1-x^2}}$

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17. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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18. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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19. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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20. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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21. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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22. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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23. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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24. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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25. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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26. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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27. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

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28. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

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29. $\frac{d}{dx} \operatorname{arccsch} x = \frac{1}{|x|\sqrt{1-x^2}}$

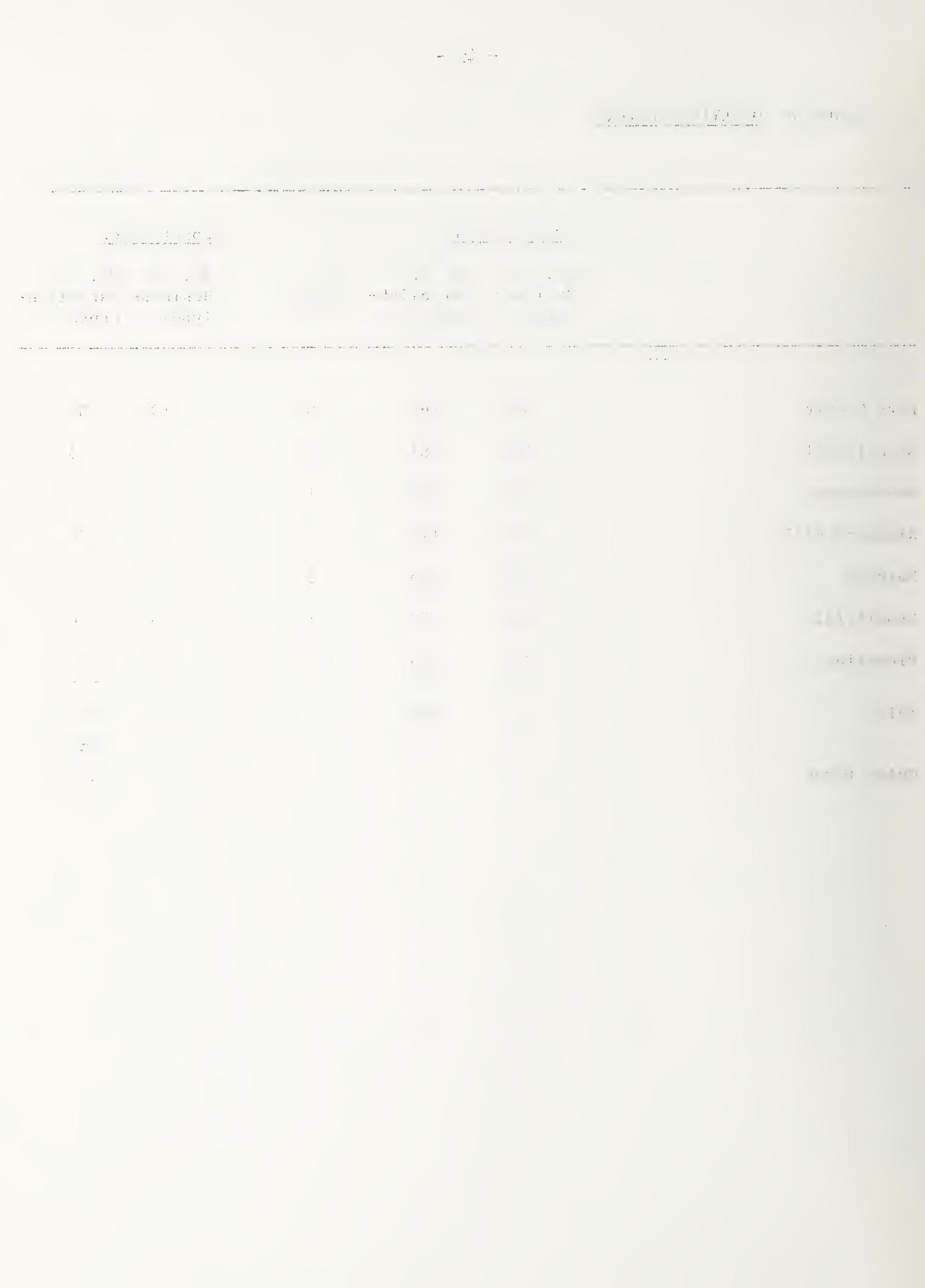
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30. $\frac{d}{dx} \operatorname{arccoth} x = \frac{1}{1-x^2}$

$\frac{d}{dx}$

TABLE 4: OUTLYING CENTERS

	<u>Ground Floor</u>			<u>Upper Floor</u>		
	No. of Business Types	No. of Establish- ments	% Vacant	No. of Business Types	No. of Establish- ments	
Port Credit	64	163	9	19	39	
Streetsville	47	81	8	5	5	
Woodbridge	38	59	1	0	0	
Richmond Hill	58	116	9	8	20	
Markham	41	66	2	5	5	
Stouffville	45	73	1	0	0	
Pickering	22	25	3	0	0	
TOTAL		583			69	
GRAND TOTAL					652	



IV. FUTURE WORK

During the next year work will continue in accordance with the Work Program as approved by the Liaison Committee on December 27, 1963 and by the Metropolitan Toronto Planning Board at the meeting of January 22, 1964 with the approval of the 1964 budget.

A. General Program Schedule

Work during 1965 will proceed as indicated in the Work Schedule included as part of the Work Program, the relevant portion of which is recapitulated below.

1. First Quarter: January 1965 - March 1965

Completion of all staff and contract work related to the identification and evaluation of renewal needs and opportunities. Prepare outline of final report for review and approval.

2. Second Quarter: April 1965 - June 1965

Completion of all work indicated under Major Factor Studies and Analysis Section of the Work Program. Begin synthesis of study findings and prepare a series of preliminary reports for review and refinement into sections of final report.

3. Third Quarter: July 1965 - September 1965

Preparation of final Renewal Program in draft report form for review and approval.

4. Fourth Quarter: October 1965 - December 1965

Complete and publish report.

B. Major Areas of Consideration

Throughout this year special emphasis will be given to the problems and issues involved in the implementation of urban renewal programs within the Metropolitan Area. The results of the Royal Commission report on the reorganization of Metropolitan Toronto will establish the basic framework for all recommendations concerning the role of the Metropolitan government in urban renewal, specifically in the following areas which are critical in any successful implementation effort.

1. Finance

The provision of the necessary local share in an urban renewal project can prove critical in project implementation. In the event that the projects are of any size or if a considerable number of projects are to be undertaken, this financial obligation can impose a severe strain on the budgets of most of our smaller municipalities. An effort to determine the magnitude of this problem will receive special attention during the remainder of this study.

2. Personnel

The techniques of urban renewal programming have been applied long enough that it is realized that renewal constitutes a separate field of operations. Considerations such as co-ordinating the programs of many departments and agencies of Government and of integrating these with the actions of other community agencies and of private enterprise, requires unique skills which are not within the experience of the staff of the average planning department.

The fact that here in Canada and especially in Metropolitan Toronto the urban renewal approach is new and that there are relatively few people who have had any experience whatsoever in actual urban renewal operations is of extreme importance in determining the administrative structure for urban renewal, and in limiting the scope and rate of future operations.

3. Relocation and Housing

Relocation is an essential element of any urban renewal program. It is unrealistic that any effective relocation program could be developed predicated upon the relocation of displaced persons in

the same areas in which they formerly lived in all cases. For maximum flexibility it is important that the housing market of the entire Metropolitan Area be regarded as a relocation resource, and should be coordinated with the implementation of the Metropolitan Housing Program in which the demand for moderate and low rental housing is proposed to be satisfied in all appropriate sections of the entire Metropolitan Area.

An estimation of future relocation requirements and re-housing resources will constitute a major section of the Final Report.

4. Enforcement Programs

The development of a program designed to retard the creation of blight is an essential part of any over-all program of renewal. Within the limits of our present knowledge the basic tools to accomplish this are contained in the various by-laws designed to control use and occupancy, such as zoning, building and standards of housing by-laws.

The lack of, or the inadequate enforcement of such controls is an important contributory factor to the existence of much of the problem of obsolescence and blight in the older sections of the Metropolitan Area.

An analysis of the magnitude of this problem and recommendations for improvements in such programs as part of an overall renewal program will also be contained in the Final Report.

GLOSSARY OF RENEWAL TERMS

The terms "urban renewal", "conservation", "rehabilitation", "redevelopment", "slum", "blight" and "substandard", although much used, are seldom adequately defined in a manner which permits full understanding between professionals and officials, and allows any degree of effective communication with the public.

An important initial step to the undertaking of a comprehensive analysis of urban conditions and the development of a program of action is the compilation of a set of definitions of the above terms which is generally acceptable and easily understood. This is extremely important here in Canada where the entire urban renewal approach has been conceived primarily as a means of improving housing conditions in the older areas; and because of this, and reflecting legislative history, urban renewal has often been considered the same as public housing in general usage.

The following definitions have therefore been drafted based upon extensive experience with the urban renewal process as modified by current Canadian legislation and local policies and practices.

1. Urban Renewal

"Urban renewal" simply means the process of adjusting the obsolete parts of our urban areas to present and anticipated land use demands. A public program of urban renewal is an effort to guide this total process in the public interest as part of an on-going program to improve the entire community rather than as a series of unrelated projects directed at specific problem areas.

Urban renewal is a broad concept reflecting the fact that experience has shown that previous public and private programs of redevelopment, rehabilitation, stimulation of new private development, public housing and other efforts, when approached on a small project basis or if not properly coordinated with broader programs of overall community improvement, were inadequate to check the problem of the decline of significant areas of our cities.

It was realized that direct governmental action in the form of redevelopment and public housing, was first, incapable of dealing with declining areas which were not yet blighted; and second, did nothing to check the spread of blight into formerly good areas; and last, that such programs on a large scale, in addition to being beyond the financial resources of most governments, were questionable in terms of social and economic policy.

It was also realized that practically all of our existing physical plant - housing, as well as commercial and industrial facilities - were constructed by private enterprise, as most of the new facilities would be also; and that any successful attack on the problems of urban blight would require a program which would involve a partnership of government and private enterprise. Under such an approach, the powers and resources of government would be used to assist and stimulate private investment on one hand, but on the other, to directly undertake actions to correct inequities in the private market and to achieve specific social and economic objectives. For example, the use of municipal powers for land assembly and the write-down of project costs in blighted areas available under Section 23 of the National Housing Act permits disposal of land for private development at densities and including types of housing deemed desirable by the municipality.

With this as a background, an urban renewal program can be defined as: "A concept of coordinated action to maintain and improve our urban areas. It involves a positive program of public and private urban maintenance, including redevelopment, rehabilitation, conservation, and code enforcement, covering both public and private structures, and the provision of adequate community services and facilities and overall amenity directed towards the preservation or the establishment or re-establishment of the older sections of our urban areas as socially desirable and economically healthy places in which to live and work".

2. Conservation

The preservation of presently sound and viable areas of the community by the prevention of deterioration through effective municipal housekeeping and the stringent enforcement of controls over the maintenance, use, and development of private properties.

3. Rehabilitation

The raising of general environmental standards through the improvement or restoration of structures, utilities and facilities in an area which, though generally consistent in its land uses with community requirements as determined by the planning process, is in a state of incipient blight. It may involve the acquisition and clearance of scattered, deteriorated buildings, the public or private reconditioning of the remaining inadequate structures. The provision of street, school, park or other public improvements may be required, along with intensive enforcement of housing and other voluntary or publicly sponsored neighbourhood conservation measures.

4. Redevelopment

Redevelopment, as a general term, has been used to describe the process through which structures are replaced by other structures. In the operations of the private market, this has almost invariably meant the succession of one use by a "higher and better" use - a phrase which means a new structure which will bring a higher rate of return on investment.

For the purpose of this study, a clear distinction will be made between the methods by which uses are replaced in terms of sponsorship - whether the action is initiated by private entrepreneurs, or through governmental intervention.

Private Redevelopment: the private acquisition and demolition of existing structures, and replacement with new structures.

Public Redevelopment: the public acquisition, by expropriation, if necessary, and removal of groups of predominantly obsolete and otherwise substandard structures and patterns of building lots and streets in a residential commercial or industrial area, followed by replacement with an improved pattern of public and/or private structures, open spaces and service facilities.

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TECHNIQUE OF MULTI-VARIATE ANALYSIS

Multi-variate analysis is a way of studying simultaneously many different items of information recorded for many different observations such as Census Tracts. For example, in the analysis reported here, study was made of 75 variables measured for each of the 299 Census Tracts and 4 rural areas (excluding Toronto Gore) in the Metropolitan Toronto Planning Area. (Census Tracts which were primarily non-residential were not included.) This technique is made possible through the ability of the computer to handle many items of information and to make simultaneous mathematical computations, i.e., percentages, coefficients of correlations, etc., relating all of the information.

The computations in this study are involved and required that the University of Chicago's IBM 7094 computing system be used to capacity. Calculations which would take three man years on a desk calculator can be condensed into a few minutes of computer time.

This factor analysis therefore reduced a large number of variables, many of them inter-correlated, to a few independent and additive factors, each of which accounts for a separate portion of the total variation between the original observations (for example, census tracts) as measured by the initial set of variables (for example, socio-economic characteristics). Descriptive names are given to each factor based on the variables with which they are most closely associated and standardized scores may be obtained for each of the original observations on the new factors.

The analysis proceeded as follows:

- (1) Measurements of 75 characteristics for each of the 299 Census Tracts and 4 rural areas were obtained from published census sources. The results can be viewed as a 303×75 table or "data matrix".
- (2) An intercorrelation matrix of the 75 variables was computed, resulting in a 75×75 table or matrix of product moment correlation coefficients.

- (3) A principal components analysis of the correlation matrix, rotated to a normal varimax position, produced a 75 x 6 table showing the correlations of the original variables with the 6 newly created components or factors.
- (4) Standardized factor scores (i.e., zero mean and unit variances) were obtained for each census tract on the 6 underlying factors.

VARIABLES AND FACTOR LOADINGS -- MULTI-VARIATE ANALYSIS

Each of the following tables lists the variables under that factor which they correlate. The factor loadings, which measure the association of the original variables with each factor, may vary between plus and minus one, the extremes of perfect correlation. A zero factor loading would indicate no association. The plus and minus signs show the direction of association between variables and factors.

Factor 1 -- Economic Achievement

<u>Variable Name</u>	<u>Factor Loading</u>
% of total population -	
Italian	0.695
Language not English or French	0.664
Roman Catholic	0.711
High School grade completed -	
elementary	0.818
high school, 3-5 years	-0.898
university	-0.963
6-9 persons per household	0.623
Persons per household	0.598
Persons per room	0.788
% of total households with -	
lodgers	0.503
wage earner heads	0.528
Average income per head	-0.686
Median value of house	-0.783
% of male labour force	
unemployed	0.617
self employed	-0.719
manager	-0.865
professional and technical	-0.900
sales	-0.722
transport	0.834
craftsmen	0.922
labourers	0.877

Factor 1 -- Economic Achievement (cont'd.)

<u>Variable Name</u>	<u>Factor Loading</u>
% of female labour force -	
manager	-0.690
professional and technical	-0.865
craftsmen	0.838
% of male labour force earning -	
\$1,000 - \$1,999	0.540
\$2,000 - \$2,999	0.712
\$6,000 - \$9,999	-0.629
\$10,000	-0.870
Average male earnings	-0.767
% of female labour force earning -	
\$1,000 - \$1,999	0.675
\$2,000 - \$2,999	0.712
\$6,000	-0.706
Average female earnings	-0.764

Factor 2 -- Family Structure

<u>Variable Name</u>	<u>Factor Loading</u>
% of total population -	
under 15 years of age	0.835
born out of Canada	-0.566
not attending school	-0.862
Persons per house	0.606
Persons per family	0.926
Children per family	0.907
Rooms per dwelling	0.502
% of dwelling units -	
single detached	0.650
apartments	-0.624
owner occupied	0.588
reporting a mortgage	0.502
with lodgers	-0.516
with an automobile	0.595
% of female population in the labour force	-0.810
% of male labour force, clerical	-0.639

Factor 3 -- Household Characteristics

<u>Variable Name</u>	<u>Factor Loading</u>
% of total population) - French Canadian)	-0.567
% of dwellings with - furnace heat	0.503
flush toilet (exclusive use)	0.704
bath (exclusive use)	0.702
mechanical refrigerator	0.773
television	0.767
automobile	0.556
% of female labour force - self employed	-0.550
clerical	0.575
sales	0.579
service	0.588
% of male labour force - earning \$1,000 - \$1,999	-0.563
earning \$6,000 - \$9,999	0.533

Factor 4 -- Residential Stability

<u>Variable Name</u>	<u>Factor Loading</u>
Dwellings occupied 1-2 years by present head of the household	-0.600
Dwellings occupied more than 10 years by present head of the household	0.826

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METROPOLITAN URBAN RENEWAL STUDY

Block Survey Form

Date _____

Area No. _____ Area Name _____ Census Tract _____ Block No. _____

Predominantly Residential Areas

Predominant type of units: SF _____ 2F _____ RH _____ MF (under
6 d.u.'s) _____ Apts. (6 plus) _____

Predominant Structural Type: B B&F &/or RS F ST Other _____

Building Coverage: High _____ Ave. _____ Low _____

Mixed Uses: High _____ Ave. _____ Low _____

Evidence of Private Maintenance

	<u>High</u>	<u>Ave.</u>	<u>Low</u>	<u>None</u>
Extent of deterioration				
Overall exterior maintenance				
Exterior painting				
Fence maintenance				
Lawns & gardens				
New Construction				
SF, 2F, RH, MF, Apt., Comm., Ind.				

Evidence of Obsolescence

Structures obsolete - too small				
Structures obsolete - too large				
Small lots				
Vacant units				
Inadequate parking				
Obsolete street pattern	Narrow	Small Blocks	Long Blocks	None
Driveways	Narrow	Unpaved	Not Enough	None
Alleys	Narrow	Unpaved	Not Enough	None

Environmental Conditions

	<u>High</u>	<u>Ave.</u>	<u>Low</u>	<u>None</u>
Incompatible land uses				
Traffic & circulation problems				
Trees				
Deterioration --				
Street surface & curbs				
Deterioration -- Sidewalks				

AREA SUMMARY FORM

Area No. _____ Area Identification _____

Census Tract No. _____ Block No. _____ of _____

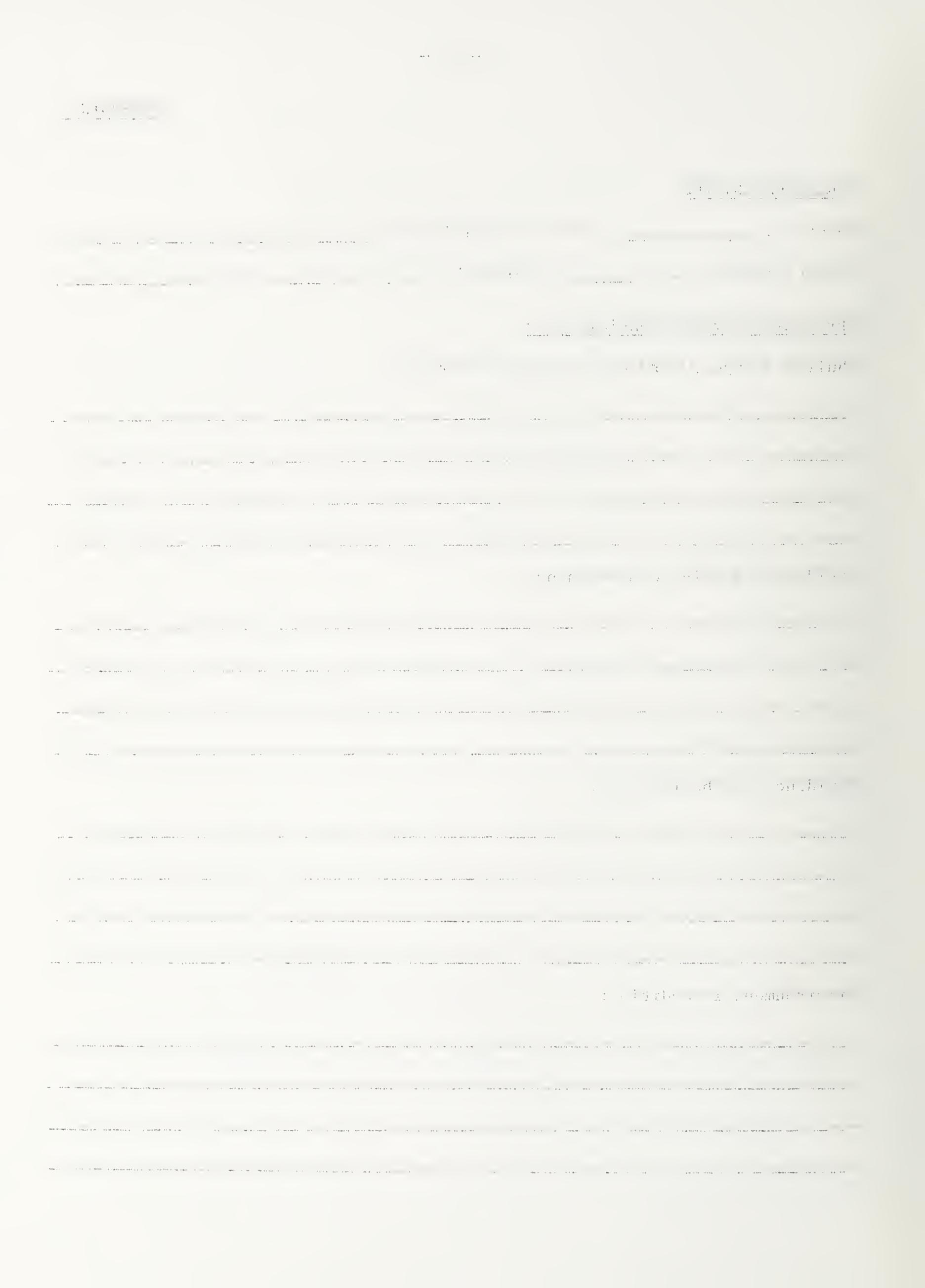
Predominantly Residential Areas

Building types, structural types and coverage:

Evidence of private maintenance:

Evidence of obsolescence:

Environmental condition:



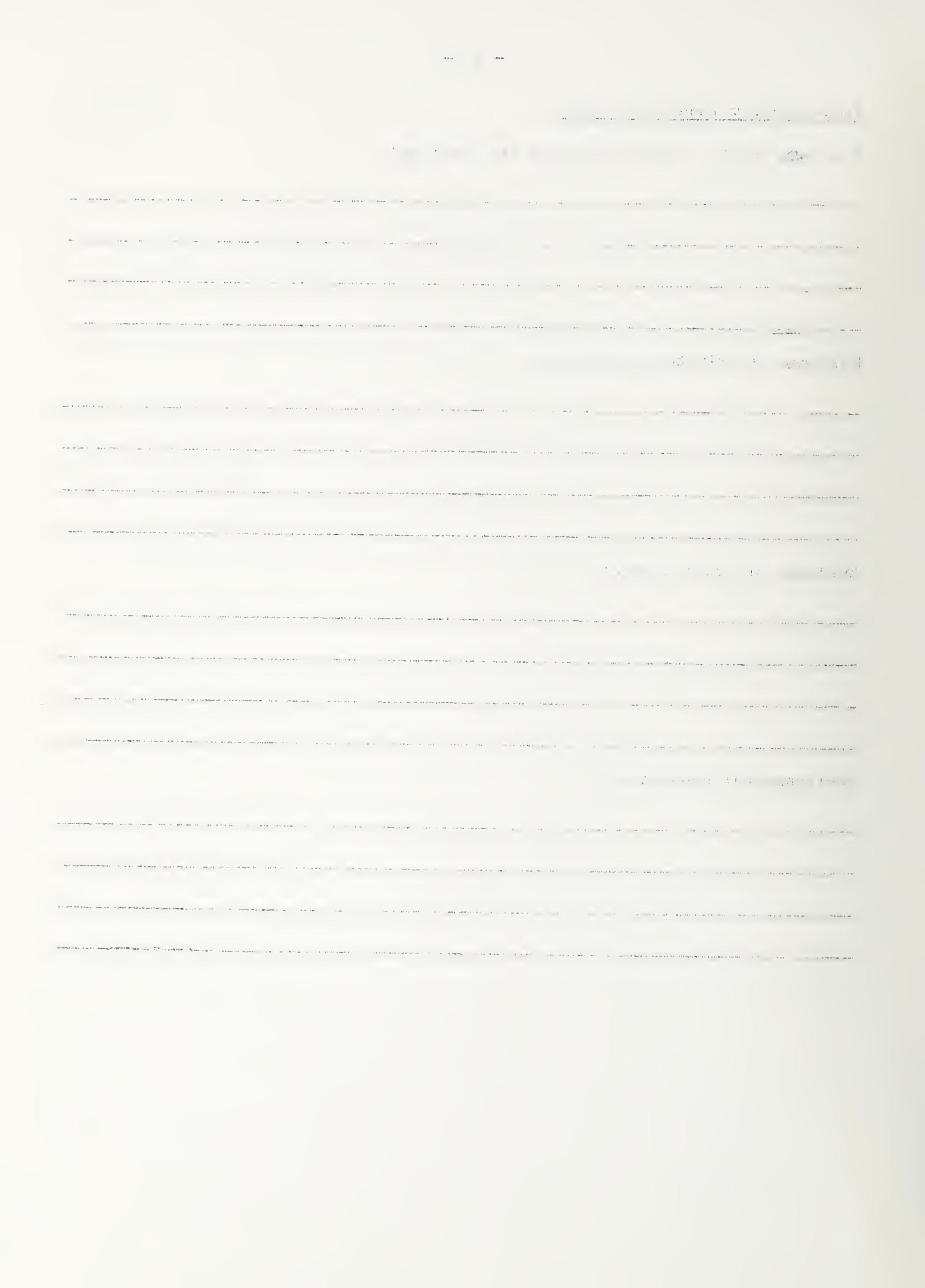
Predominantly Industrial Areas

Building types, structural types and coverage:

Evidence of private maintenance:

Evidence of obsolescence:

Environmental conditions:



Population and Housing Data

Total population _____ No. of families _____

No. of lodgers _____ No. of unrelated individuals _____

Average No. of persons per room _____

Average Income _____

General Summary

Locational advantages: _____

Area stability: _____

Area identity: _____

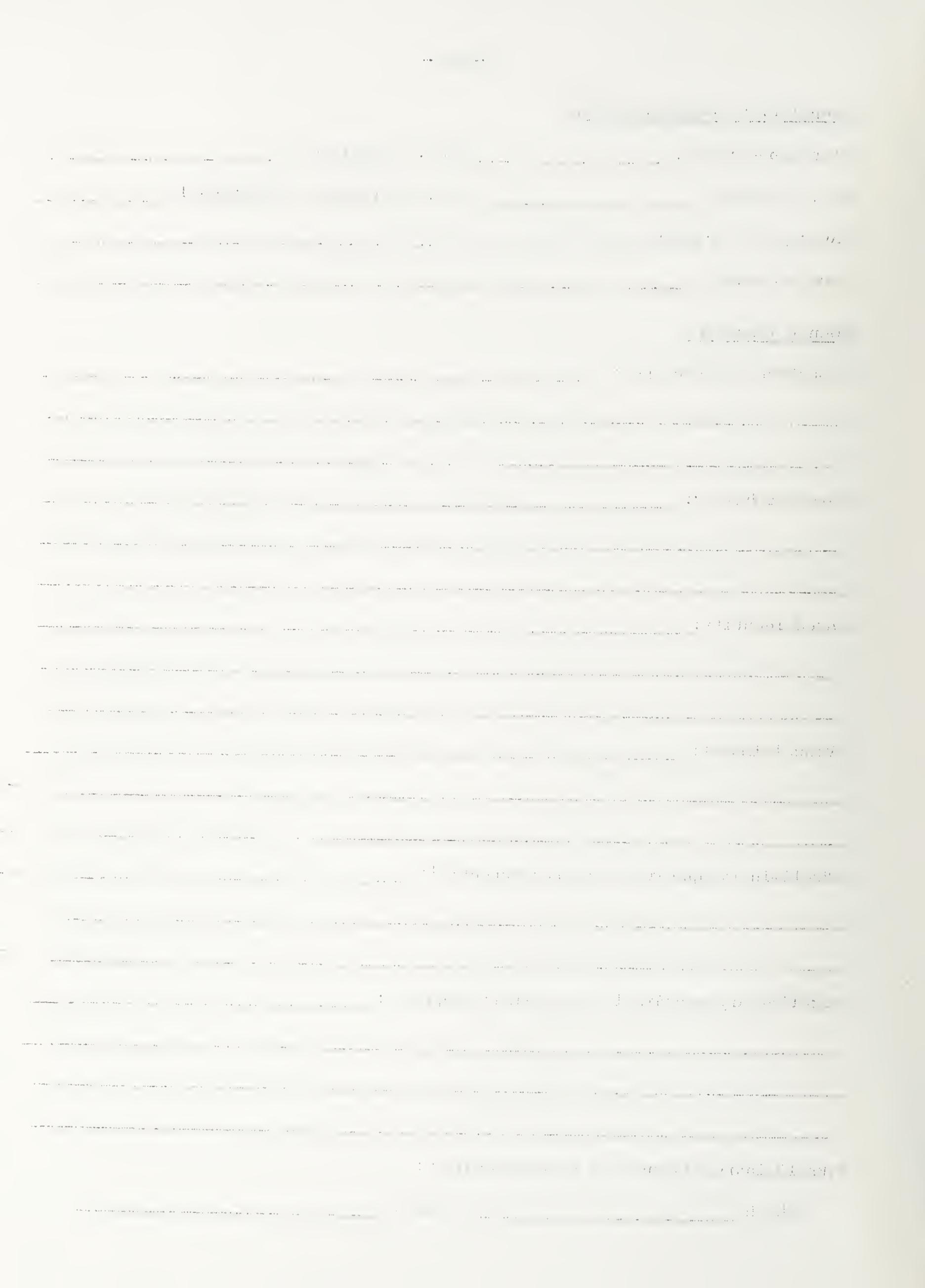
Visual impact: _____

Preliminary appraisal of area potential: _____

Preliminary appraisal of treatment required: _____

Preliminary assignment of area priority:

High _____ Low _____



CRITERIA OF RESIDENTIAL CONDITION

In developing the criteria and techniques to be applied in the initial field survey, it was necessary to devise an approach which would satisfy a basic condition of a study of this nature and overcome a serious limitation.

The basic condition was that the criteria used be capable of application throughout the Metropolitan Area. Differences between the ages, styles and type of construction throughout the various municipalities meant that in no sense could the standards of any one municipality be adopted for application in others. Factors such as size of structure were generally disregarded unless the unit was so extremely small as to be incapable of being considered as an adequate living unit. Also, assessments were eliminated from consideration in a study of this type as these tend to isolate those structures occupied by families in the lower income range, but which are not necessarily in poor condition.

The limitation was the fact that existing data relevant to a study of this type, other than census materials, were unavailable on a metropolitan-wide basis. Various municipalities, especially the City of Toronto, have compiled more or less complete inventories of housing quality and condition, but the criteria were not consistent from municipality to municipality and the results not comparable. In addition, few, if any of the municipalities had information available covering an evaluation of environment and amenity, or indicating levels of maintenance and other factors necessary in determining need for renewal.

Accordingly, criteria had to be devised which would provide information on structural condition, environment, public and private maintenance, and community trends which could be applied within the context of a windshield survey and which would yield a narrative and graphic description of conditions sufficient to delineate areas requiring more intensive study, and also provide data for more refined graphic and statistical analyses of these defined areas at a later date.

Building Condition and Land Use

Buildings which were judged to be either seriously deteriorated, recently rehabilitated or new, were mapped using a different colour for each category.

Rehabilitation

The criteria for rehabilitation was that at least \$1,000 appeared to have been spent in improving the structure and appearance of the building within the last five years. In some instances buildings had received considerable renovation without removing one or more obvious structural deficiencies and in this case the dwelling would be classed as both deteriorated and rehabilitated. In a small number of cases a rehabilitation rating was given where there was doubt that as much as \$500.00 had been spent but in which the appearance of the house had been so markedly improved through extensive cleaning, painting and minor repairs that it exercised a strong positive influence on the whole block.

New Construction

To be classed as new, a dwelling must have appeared to have been built within the last five years. Houses which had been extensively rebuilt or to which new wings had been added were classed as rehabilitated.

Deterioration

Houses which fell into the seriously deteriorated category were those in which major structural deficiencies were evident. This included leaning walls, sagging roofs, cracked masonry walls, or foundations, bricks which were loose, missing or extensively weathered over a major portion of the exterior, jambs, lintels and sills out of plumb, heavily rotted or missing siding or roofing, or any condition which rendered the building unsafe or markedly impaired its weatherproofing. This category also included dwellings which did not exhibit major structural faults but in which the maintenance had been so grossly neglected as to be a substantially blighting influence in a neighbourhood and to cast some doubt on the possibility of economic rehabilitation of the structures in question.

10. *Leucosia* *leucostoma* *leucostoma* *leucostoma* *leucostoma* *leucostoma*

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As the survey moved from older extensively blighted areas to areas of moderate blight, a category of poor buildings was adopted to illustrate more accurately the lesser extent of deterioration found. A "poor" building would be a good structure which lacked a masonry foundation, or a building required only extensive painting and possibly a number of non-structural repairs to restore it to good condition. This would include repairs to chimneys, porches and steps, and minor repairs to roofing and siding. Another symbol was used to indicate low initial construction quality such as roll-siding. This was most useful in areas which were vulnerable to blight because of low quality construction rather than age, and also in older areas where a large number of the houses were built with brick facades and roll-siding on the remaining three walls.

The survey of commercial buildings used only the category "seriously deteriorated" as used for residential buildings and combined this with a more exact assessment of commercial vacancies. During the residential building survey the presence of non-residential uses was noted on maps and in the block summaries. Special map symbols were to record non-residential uses which were judged to be either blighted or to have a blighting effect on nearby residential premises.

In addition to the above data, the base maps supplied by the local municipalities contained varying kinds of information. Where available, maps were requested which contained topographical data, building outlines, property lines, street addresses, building types, and land use. The quality of available maps varied widely and in a few cases where suitable maps were unobtainable serial photographs were used.

Fortunately the most comprehensive maps were available for the City of Toronto which, as would be expected since it is the oldest developed area in Metropolitan Toronto, contained the largest portion of the surveyed area.

Block Survey Forms

Area Covered by Summary Form

Where the survey area was large, the data was organized by census tracts. In the tracts requiring intensive examination, a summary of conditions was made for each city block but in less intensive study areas the tract as a whole was summarized. In the case of scattered study areas smaller than a census tract in extent summaries were made for each part which appeared to be relatively homogeneous.

Type of Development

In these summaries the predominant dwelling type was noted (single family, duplex and semi-detached, row housing, multiple-family over and under six dwelling-units per building) along with the most common structural materials (brick, brick & frame &/or roll-siding, frame, stone, other). The degree of building coverage of the lots and the incidence of mixed uses was also rated.

Evidence of Private Maintenance

One section of the summary form collected comparative ratings (high, average, low, none) on items related to the maintenance of buildings and yards.

Structural deterioration, general exterior maintenance and painting in particular were rated in this way. Items were also included on fence maintenance and on the presence and care of lawns, gardens and hedges. The incidence of new construction by type of building use was also summarized on this scale as well as being mapped as described above.

Evidence of Obsolescence

Another section of the summary was concerned with evidence of functional obsolescence. Blocks and tracts were rated on the number of houses present which would be considered undesirable because they were too small and a corresponding rating was made of the presence of houses originally built as single family houses but which appeared to be too large and expensive to operate for residential use without conversion to multiple occupancy. Also rated was the incidence of small lots and the adequacy of the general street pattern including driveways, alleys and parking facilities. The incidence of vacancy rates was assessed to the extent that this could be determined in a windshield survey as an index of neighbourhood desirability.

Environmental Conditions

The final section of the summary dealt with neighbourhood-wide environmental conditions. Under this heading blocks were rated (again as high, average, low, none) for the incidence of incompatible land uses, traffic and circulation problems, on the extent of deterioration of street surfaces, curbs and sidewalks and on the presence or absence of trees.

Name: _____

COMMERCIAL INVENTORY CLASSIFICATION SHEET

(Refined to 4 digits from D.B.S. Standard Industrial Classification)

<u>Food Stores</u>		6763 Floor coverings	8031 Commercial and business schools	Community Services
6310	Supermarkets	6764 Furniture stores	8071 Libraries	891- Labour organizations & trade associations
6311	Bake Shops	6765 Household appliance stores	809- Education & related services not elsewhere classified	893- Photography
6312	Candy and confectionery stores	6766 Radio & television stores	821- Hospitals	894- Blacksmithing & welding shops
6313	Dairy products stores	6767 Second-hand furniture	823- Offices of physicians	896- Repair shops not elsewhere classified
6314	Delicatessen stores	6768 Household furnishing stores not elsewhere classified	825- Offices of dentists	897- Services to buildings & dwellings
6315	Fish markets	6769 Radio, television, & electrical appliance repair shops	8271 Offices of chiropractors	8991 Fraternal organizations
6316	Food stores, grocery & meat markets	6770 Medical and dental laboratories	8272 Health & Welfare organizations	8992 Political organizations
6317	Fruit and vegetable markets	6771 Optometrists	8273 Automobile rentals	8993 Equipment rentals
6318	Meat markets	6772 Health services not elsewhere classified	8994 Miscellaneous services	8999
6319	Food stores not elsewhere classified	681- Drug stores	831- Religious organizations	
		6911 Book stores	851- Motion picture theatres	V Vacant commercial structures
		6912 Stationery stores	853- Bowling alleys and billiard parlours	D Deteriorated commercial structures
		692- Florists' shops	859- Recreational facilities not elsewhere classified	NC New commercial construction not ready for occupancy
		6931 Fuel oil & bottled gas dealers		C Conversions of commercial structures to non-commercial uses
		6932 Other fuel dealers		R Residential units
		694- Jewellery stores (incl. repairs)		VR Vacant residential units
		6061 Beer stores		VS Vacant structures
		6962 Liquor stores		VAC Vacant land
		6963 Wine stores		
		697- Tobaccoconists		
<u>Other Merchandise Stores</u>		6981 Art galleries	861- Accountancy services	SUMMARY FOR SHOPPING CENTERS & RIBBONS
6421	Department stores	6982 Bicycle shops	862- Advertising services	
6422	Mail order offices	6983 Boats and marine supplies	864- Engineering & scientific services	
6471	Discount stores	6984 Cameras & photographic supplies	866- Legal services	
6472	Variety stores (chain)	6985 Gift and novelty shops	8691 Blueprinting & duplicating services	
6473	Variety stores	6986 Hobby shops	8692 Employment agencies (not government)	
649-	Other general merchandise stores not elsewhere classified	6987 Luggage & leather goods stores	8699 Business services not elsewhere classified	
		6988 Musical instruments stores		
		6989 Optical goods stores		
		6990 Pet stores		
		6991 Record shops		
		6992 Sporting goods dealers		
		6999 Retail stores not elsewhere classified		
<u>Clothing and Shoe Stores</u>		6631 Children's shoe stores	871- Shoe repair shops	
6541	Gasoline service stations	6632 Family shoe stores	8721 Barber shops	
6542	Car washing and polishing	6633 Men's shoe stores	8722 Beauty shops	
6561	Motor vehicle dealers (new and used)	6634 Women's shoe stores	8741 Cleaning, dyeing and pressing	
6562	Motor vehicle dealers (used only)	6651 Men's clothing stores	8742 Laundering service	
6581	Auto body work and painting	6652 Men's furnishings	8743 Laundromats	
6582	Auto electric and ignition repair	6671 Women's ready-to-wear stores	8744 Linen and uniform supply services	
6583	General auto repair	6672 Millinery shops	8745 Rug and carpet cleaning	
6589	Auto repair not elsewhere classified	6673 Foundation garments, lingerie & hosiery shops	8751 Taverns	
		6674 Furriers and fur stores	8752 Restaurants	
		6691 Children's clothing stores	8753 Finance and loan companies	
		6692 Family clothing stores	8754 Trust companies	
		6693 Second-hand clothing stores	8755 Motel, motor court, tourist cabins	
		6694 Dry good stores	8756 Trailer courts and parks	
		6699 Apparel & accessory shops not elsewhere classified	876- Lodging houses & residential clubs	
<u>Hardware, Household Furniture & Appliance Stores</u>		6731 Hardware stores	877- Funeral directors	
6731	Paint, glass, and wallpaper stores	6732 Antiques	8791 Clothing rental	
6732	Antique shops	6735 Personal services not elsewhere classified	8792 Dressmaking	
6761	Curtains and draperies	731- Insurance agents and companies	8793 Insurance and real estate agencies	
6762		735- Investment companies & security dealers	737- Real estate operators	

APPENDIX VIII

CRITERIA FOR ESTABLISHING COMMERCIAL CENTERS

Criteria which earlier studies had established as significant indicators of the presence of a center are:

- (1) High Order Functions. Business centers contain business types requiring access to a large number of customers. The presence of chain variety stores (6472), candy stores (6312), large supermarkets (6310), clothing stores (66--), other specialty shopping goods (69--), financial services (70--), and business services (86--) indicates a commercial center.
- (2) Upper Floor Uses. Centers often contain high order services on the second and higher floors of buildings.
- (3) Continuity of Commercial Uses. The high land values at the core of the business center create pressures that tend to convert other land uses to commercial within the center. Breaks in the continuity of Commercial uses which also indicate a break in the flow of pedestrian traffic are minimum at the core of the center.
- (4) Absence of Low-Order Functions. Certain business, types of which do not require the high access to customers which occur in a center are indicative of low-value, non-center areas. These include service stations (6541), professional offices at the ground floor (8000 to 8600), beauty and barber shops (8721, 8722) and the like. If such uses are not entirely eliminated as one nears the heart of the business, they are greatly reduced in number. Also as the unplanned center is pedestrian oriented, the presence of functions serving the motorist (65--) such as drive-ins is another indicator of a non-center area.
- (5) Physical Barriers. Railroads, parks, ravines, etc., are likely center boundaries since they impede the continuous flow of pedestrian traffic.

As a test of the above criteria the centers selected and defined on this basis were evaluated against some samples of land value. The results of this indicated that the centers as drawn are probably larger in the sense that their boundaries may extend beyond the land value breakpoints.

